University of Alberta

SCHOOL-BASED MANAGEMENT, EXPECTATIONS AND OUTCOMES: EDMONTON PUBLIC SCHOOLS 15 YEARS AFTER IMPLEMENTATION

by

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in

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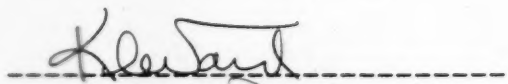

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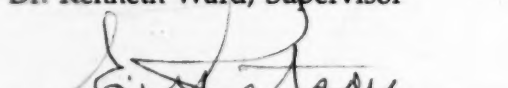

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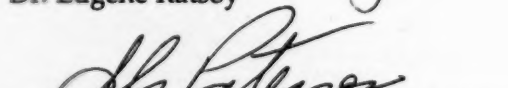

Dr. John G. Paterson

Abstract

The Alberta government in its 1994 revision of the *School Act* (Alberta Education, 1994), requires all provincial school boards to implement school-based management. School-based management provides the opportunity for schools to set their own goals and measures. How successful they are in terms of setting and achieving their own goals is important when assessing school-based management. The goals and tasks undertaken by schools in the Edmonton Public School District were examined. The district was chosen because an administrative control model of school-based management has been used in the district for 15 years.

The study findings indicated that the schools are working towards the outcomes expected for school-based management. Further, within the framework of district and provincial requirements, the schools adopted individual approaches to achieving these outcomes. However, there is evidence that more weight is being placed on delivering the curriculum as tested, reducing the importance of other components of the curriculum.

Acknowledgments

I would like to acknowledge the contribution to my thesis made by my committee: Dr. Kenneth Ward (supervisor), Dr. Eugene Ratsoy, and Dr. John G. Paterson. Their advice and insights have improved the study and the thesis. In addition, I would like to thank my mother-in-law, Jean Fleming and my brother Rick Phillips for their moral and financial support. Finally, I would like to acknowledge the sacrifices made by my wife Patricia and my children James, Charles, and Sonia.

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CHAPTER 1: OVERVIEW OF THE STUDY

School-based management is fast approaching fad status among education policy makers and proponents of local control of schools. The Alberta government in its 1994 revision of the *School Act* (Alberta Education, 1994), required all provincial school boards to implement it. This study examines schools in the Edmonton Public School District where a form of school-based management was implemented in 1980. Since then, responsibilities and resources have continued to devolve from the district to individual schools.

There are many reasons cited for instituting school-based management; most center around moving decision making ability and responsibility to the school. Doing this is viewed as empowering principals, teachers, parents and to some extent students, leading to greater motivation and participation. Under school-based management local decision makers are expected to direct energy and resources to meet the needs of the school. The resulting matching of resource allocation to local needs is expected to produce improved "outcomes" for the school (Neal, 1991).

The research on school-based management has focused on the transfer of authority, empowerment and participation. There has been considerable debate about whether the transfer of authority has been accompanied by the transfer of associated resources. This debate often centers on the motivation for the transfer. Other researchers have asked whether the authority has been transferred and whether the authority has been shared. The satisfaction of the participants in school-based management has also been studied.

Little has been done to examine the effect of school-based management on school and student performance. In addition the research that has been

done shows that the outcomes have been inconsistent (Murphy, 1991, p. 155). One of the reasons for this inconsistency could be that school and student outcomes are compared to global measures, such as jurisdiction performance on student achievement tests.

School-based management provides the opportunity for schools to set their own goals and measures. How successful they are in this respect is important when assessing the success of school-based management. For this reason, the goals and tasks undertaken by schools that have operated under school-based management for 15 years were examined.

Purpose of the Study

The purpose of this study was twofold. The first purpose was to determine whether or not individual schools were successful in achieving the expected outcomes for school-based management. The second purpose was to find evidence that the transfer of authority to the schools enabled the schools to act independently.

Research Problem

The purpose of the study is reflected in the research problem which is stated as follows: Do individual schools governed by an administrative control model of school-based management achieve the outcomes expected for school-based management?

Sub-problems

This question is addressed by answering four subsidiary problems.

1. How do the goals set by the schools in the Edmonton Public school district compare to the outcomes predicted in the literature? That is, "Are the School Activities directed to achieving the outcomes predicted for school-based management?"

2. Were schools successful in achieving the desired *expectations* for all categories of goals?

3. Did the schools improve? That is, "Did the schools' *expectations* represent a higher standard of attainment than was accomplished in the prior year and did the schools achieve those *expectations*?"

4. Did the tasks the individual schools reported demonstrate an ability to act independently?

Delimitations

The study was delimited in the following ways:

1. The study was restricted to one school district. The district is a large urban district, serving approximately 70,000 students.

2. The study was restricted to the 1994/95 school year and budget cycle.

3. One hundred and ninety-six schools, encompassing all of the non-institutional schools in the District, were used for the analysis of the *expectations*.

4. For the task analysis, a random sample of 30 schools was used. Although there were enough elementary schools in sample to make generalizations concerning elementary schools, the sample sizes for other types of schools were too small to use for this purpose.

5. The School Budget and Budget Review documents developed by the District were the sole source of data used in the study.

Limitations

The limitations of the study are related to the timing of the study, the population, and the reliance on the chosen documents. Specific limitations to the study are:

1. The school budgets and the results review documents were prepared and presented to the Board by the school principal. Consequently, the study relied on the principal to accurately report the school *expectations*, tasks, and success.

2. The *expectations* and tasks reported by the schools are a sub-set of all School Activities. The budget process follows a discrepancy model in which areas of concern are identified. Therefore, the schools reported *expectations* and associated tasks only for those areas of the school's operation selected for improvement during the year.

3. Events occurring in the environment of the school district could have influenced the outcomes. For example after several years of real budget cuts at the school level, the Alberta government was instituting actual cuts in the dollars reaching the classroom. This shows up in the staffing levels. A 1.9% decline in enrollment was accompanied by a 10.3% decline in support staff and a 4.5% decline in teaching staff. As well, the Alberta government was in the process of requiring all schools to have school councils. In addition, there was strong pressure to improve student achievement from the province and the school board. Further, the school board, aware that 70% of the population did not have children in schools, acted to build the community support for education that was needed to minimize the expected budget cuts.

The most serious limitation is the reliance on the respondents' integrity and ability to provide accurate data. This would have been true whether the researcher used personal interviews, focus groups, or documentary evidence. The information included in the documents provided a rich picture of what was supposed to occur in the schools and also the outcome of that effort.

Significance of the Research

School-based management is being legislated on the basis of expectations and assumptions about the behaviour of schools in those districts that adopt school-based management. However, inconsistent outcomes are associated with the implementation of school-based management (Malen, Kranz & Ogawa, 1990). These inconsistent outcomes occur when school outcomes are compared to external standards and the outcomes achieved at other schools. Also, researchers tend to compare district aggregates and assume that the schools will allocate resources to

improve their performance relative to an external standard. In this study the goals (*expectations*) that the schools thought were important, and the schools' ability to meet them, were the focus of the analysis. The criteria used to determine if the schools had been successful were the indicators identified by the schools in their budget documents. This focus on the individual school sets the study apart from the bulk of research on school-based management and is supported by Beare, Caldwell and Millikan (1989) and Neil (1991).

A study of school-based management, that included Edmonton Public Schools, reported that school-based management allowed flexibility in the allocation of resources and this was accompanied by improvement in parent and student satisfaction (Brown, 1990). This outcome was confirmed by Delaney (1995), whose study also indicated a perceived improvement in learning. Whether these conditions are sufficient to allow school-based management to be effective in meeting the schools' perceived needs and whether the perception of improvement can be substantiated is examined in this research. Also, the aggregate performance of the schools allowed an assessment of the effectiveness of using an administrative control model of school-based management in a large district. When governments are mandating that school districts adopt school-based management, this information is particularly timely and relevant.

Definitions

The definitions of terms that have a particular meaning in the study follow. Readers should note that *"expectations"* is defined terms within the study.

Achievement Test Standards

The province sets a standard level of achievement and a standard of excellence for each provincial achievement test. Normally, at least 85% of the students are expected to achieve the standard level of performance and at least 15% of the students are expected to achieve the standard of excellence.

Board

The Board refers to the Board of Trustees for the Edmonton Public School District. The Board of Trustees is the governing body for the District. Individual Trustees are elected by the residents of the district for three year terms.

District

The District is the Edmonton Public School District #7, located in the Province of Alberta. The district instituted school-based budgeting in 1980.

Expectations

The term *expectation* is used throughout the document in place of the term *result* used in Edmonton Public School planning documents. An *expectation* is a statement of what the school is going to accomplish. The district requires that *expectations* be quantifiable and measurable. Therefore, the expectation statement includes the goal, the indicator used to demonstrate the outcome, and the level of performance to be achieved. "*Expectation*" is used throughout the study, instead of "*result*"" because expectations are normally associated with outcomes and not goals. Two types of expectations are used in the study. The first type, district *expectations* are those goals the district requires the schools to have for the percent of students who will meet

the standards for acceptable and excellent performance on provincial and district achievement tests, and on grade 12 Diploma exams. In addition, the schools are expected to set targets for the level of satisfaction with school level communication, the school environment, the organization of the school, the school staff, and the courses offered. The second type, school-generated *expectations* are the goals reported for the schools that address local student and community needs and reflect the conditions in the school.

Indicators

Indicators are the source data used to evaluate success in accomplishing the goal. These are measures such as the percent of staff satisfied with their involvement in decision-making. Most of the measures used come from established surveys and tests. The District Attitude Survey has been used for several years and historical responses are available for many questions. When the total population is not surveyed, the selection of respondents is random. The Provincial achievement tests are developed and administered by the province. Also, for a number of years, the District has administered achievement tests in those core subjects that the Province has not.

Improved Performance

Improved performance or effectiveness, as it is used in the study, is demonstrated by meeting the stated goals and objectives of the school, as identified in budget documents. The indicators used were those identified by the school to measure its success. This definition was used to determine if school *expectations* were achieved.

Outcomes

Outcomes are the reported consequence of the school's efforts to achieve its *expectations* (see definition). These are: the levels of satisfaction, from the Attitude Survey; diploma and achievement test expectations; self reports of whether or not an expectation was met; and other reported measures.

Priorities

Priorities refer to the Edmonton Public School District priorities for the 1994/1995 school year. The schools were expected to address these in their budgets. The priorities were as follow:

1. To improve student achievement in the core subjects with an emphasis on mathematics, language arts, and science.
2. To enhance the partnership of the home and school.
3. To improve the quality and timeliness of services provided to students, staff, parents, and the community.
4. To increase staff satisfaction with their involvement in the decision-making process.
5. To increase community involvement and confidence in public education.
6. To increase the number of students successfully completing their courses of study.
7. To promote the health and safety of students and staff.

Results Review Summaries

The Results Review Summaries are publicly available documents that have been presented at a public meeting of the Board. The schools use these

documents to report whether or not they met their *expectations*. Results Review Summaries for the 1994/95 school year were used in this study.

School Budget

The school budget is a school generated document prepared annually and presented to the Board in February or March. The school budget sets out the education plan developed by the school for the following school year. Ideally, the entire school community provides input into the education plan. School budgets for the 1994/95 school year were used in the study. The budget process and how the school budgets are generated are discussed in detail in the data collection section.

School-Based Management

School-based management has many implementations with variations in local control over program, organization, and curriculum delivery. For this study, the Edmonton Public School district was used as the focal district. Edmonton uses an administrative control model where the principal has the final authority concerning school matters and other stakeholders act in an advisory capacity. Schools in the district receive per pupil allocations that give them discretion over the spending of 75% of the district budget. As well, staffing and organization for instruction are decided at the school level. The discretion at the school level comes with the expectation that the principal will prepare budget documents with the involvement of staff, parents and students.

The district is recognized as an example of school-based management (Neal, 1991, p. 4). Supporting this recognition, the district has been studied since school-based budgeting was piloted in 1976 (Caldwell, 1977) and continues to be the subject of research (Delaney, 1995).

Tasks

Tasks are the activities the school undertook to attempt to achieve the *expectations*. An example would be teachers reviewing the scope and sequence of the mathematics curriculum for grades K through 6.

Outline of the Thesis

In this chapter, the adoption of school-based management in the face of inconsistent student achievement outcomes is discussed. The need for a study on school goals and activities, as examined from the perspective of the school, is outlined. The purpose of the study is to assess whether or not schools are working toward the expected outcomes for school-based management. In the second chapter, "The Review of the Literature," the development of school-based management, the expected outcomes of school-based management, and the outcomes reported for school-based management are discussed. In the "Method" chapter, the focal district and the documents used in the study are described. In addition the approach used to organize the data for analysis is outlined. The findings chapter, "Expectations and Outcomes" is divided into three sections to address the research questions. The first deals with whether or not the schools are working toward the expected outcomes for school-based management. The effectiveness of the schools in achieving their *expectations* is dealt with in the second section. In the third section the tasks the schools proposed to achieve their *expectations* are reviewed to determine if the schools use different methods. The fifth chapter presents the conclusions that are drawn from the findings and some specific recommendations. Also included in the chapter is a section entitled "Considerations for Policy Makers" which is used to raise some broader questions such as "Who should be determining the goals for schools?"

CHAPTER 2: REVIEW OF THE LITERATURE ON SCHOOL-BASED MANAGEMENT

The literature review provides a comprehensive discussion of school-based management (SBM). It starts by examining the common understanding of what school-based management is. Then, the evolution of school-based management and the social context for that evolution are discussed. Following that the review explores the forms of school-based management and some common implementations. Finally, the expectations for school-based management and the apparent outcomes of implementing school-based management are reviewed.

What is School-Based Management?

The literature is clear, school-based management and its variations -- site-based budgeting, site-based decision making and site-based management -- can mean many things. Illustrating the problem of definition, Herman (1991), writing for the National Association or Secondary School Principals, said school-based management is a structure and a process that allows greater building-level decision making related to some or all the areas of instruction, personnel, budget, policy, and other matters pertinent to local school building governance. Also, it is a process that involves a variety of stakeholders in decisions related to the local individual school.

The "some or all" part of the definition allows a variety of implementations of school-based management, which makes it difficult to assess its impact. In the narrowest sense school-based management is not new. There have always been decisions made at the school level. Some of these have involved consulting with the stakeholders, such as parent and student involvement in fund raising. It is the control of major budget items

that schools claiming to be school-based managed point to as the distinguishing characteristic. Even this distinction includes schools that control only their supply and equipment budget as well as schools that control all aspects of their budget including staff.

A more stringent definition is provided by Malen and Ogawa (1992). This definition separates what is actually considered school-based or site-based management from what is claimed to be school-based management.

> The term 'site-based management' means different things to different people. Generally speaking, site-based management can be viewed as a form of decentralization that designates the individual school as the unit of improvement and relies on the redistribution of decision-making authority as the primary means through which improvements will be stimulated and sustained. Essentially, site-based management implies that (a) some formal authority to make decisions in the central domains of budget, personnel, and program is delegated to and frequently redistributed among site-level actors; (b) a formal structure (council, committee, team, board) often composed of principals, teachers, parents, and, at times, students and community residents is created so that these actors can be directly involved in schoolwide decision making; and (c) site participants are afforded substantial discretion, even though their formal authority may be circumscribed by existing statutes, regulations, accountability.(p.185)

Neal adds purpose and method to the definition.

> 'SCHOOL-BASED MANAGEMENT' is a research based, committed, structured, and decentralized method of operating the school district within understood parameters and staff role to maximize resource effectiveness by transferring the preponderant share of the entire school system's budget, along with the

> corresponding decision-making power, to the local schools on an equitable lump-sum basis, based upon a differentiated per pupil allocation to be spent irrespective of source in the best interests of the students in those schools according to a creative local school plan and local school budget developed by the principal collaboratively with trained staff, parents and students as stakeholders, and approved by the superintendent; such plans being designed to achieve approved goals of improving education by placing accountability at the individual school, and evaluated more by expectations than by methodology. (1991, p. 17)

Neal's definition reflects the roots of the current push to school-based management from the effective schools research and includes the expectation that regular assessment of goals and success in achieving goals will occur. The definition also suggests per capita funding as an equitable approach to allocating resources to schools.

Neal's definition also describes the practice found in the Edmonton Public School District, as indicated by the following quotation. "A few school systems which have successfully decentralized stand as models for others interested in the move. The best example is the Edmonton, Alberta (Canada) public school system. It has the longest record of success (over ten years) (1991, p. 4)."

Why School-Based Management?

The school restructuring literature identifies a need for improving the school system. There was and is a strong belief that the changes that need to be made to meet international education standards and to provide a workforce that satisfies emerging domestic needs, requires fundamental change in the education system (Murphy, 1995). Decentralization to increase accountability, to

access local knowledge, to focus the change process on individual schools, and to gain support for the change process was a central component of many restructuring strategies. Consequently, school-based management was central to many proposals. It offered local control of decisions, equitable allocation of resources, effective use of resources, teacher empowerment, and diversity as a consequence of market driven responsiveness to community needs. Also, school-based management was expected to promote the correlates of effective schools such as improved student outcomes, strong instructional leadership, long term academic improvement, positive attitudes and behaviour, more successful programs, and more effective schools. Offsetting the benefits, teachers, administrators and parents will spend more time planning and being involved in the decision making process.

Social Context

The expectations for School-based Management are derived from the social, political, and economic needs that are leading to the adoption of School-based Management. Seddon, Angus, and Poole (1990) suggest that the demands for participation and collaboration indicate a need to change the power relationships among those involved in schools. Further, there is a need to mediate the often conflicting demands placed on schools, by various stakeholders. They also suggest that changing the locus of power to the local school increases the legitimacy of schools as public institutions. Caldwell (1990) suggests that moving to the school as the locus of decision making allows the decision makers to deal with a narrow set of the complex demands facing schools in general. Raywid (1990) draws on this theme to point out the ineffectiveness of bureaucracies. Herman and Herman (1993) discuss the need for a globally competitive workforce and the high cost of dropouts. In addition, Murphy (1991) identifies changing relationships between the school and the larger community as factors leading to change. Also, he suggests the

desire for a competitive work force is leading to an alignment of corporate and school cultures.

Core Strategies and Outcomes

School-based management is expected to improve schools through: a) by the decentralization of administration, b) by the participation of staff, c) by the participation of parents and the community in the administration of the school, d) by making schools more competitive, and e) by using research to make schools more effective.

Decentralization

Mohram (1994) finds that organizational theory suggests that in a decentralized environment, employees who are responsible for decisions and who are empowered to make decisions have more control over their work and are accountable for their decisions. The effectiveness of the organization is improved because the employee, who deals with and knows the client, can alter the product or service to meet the client's needs (Murphy, 1991).

Many of the benefits to schools of decentralization derive from making the school the focus of planning and accountability. Reaves and Griffith (1992) elaborate, pointing out that the school can focus on student outcomes and performance measures appropriate for the school. By making the school the focal point and transferring the decision making power to the school, opportunities are created for leadership and professional growth. Further, the local nature of the goal setting will increase the commitment to achieving those goals. Because the decisions are made closer to the student being served and the people most aware of the student needs are making the decision,

decentralization will result in programs more relevant to student needs (Fuhrman & Elmore, 1995; Herman, J., & Herman, J. 1993; Neal. R., 1991).

Participation

The idea that participation of staff, parents and community in schools would lead to improvement has a long history. Murphy (1991) identified three distinct movements that advocated participation of different groups in the governance of Schools: 1) the Teacher Control Movement, 2) the Democratic Administration Movement, and 3) the Community Control Movement. In 1903 Dewey argued that teachers had valuable insights which would enhance policy being implemented by lay school boards (p. 97). This lead to the development of the Teacher Control Movement. Supporters of the Teacher Control Movement asked for teacher participation in the formulation and direction of policy (p. 98). The addition of professional input to lay boards was expected to provide consistent administration and to ground policy in practice. Years later, reacting to the subsequent professionalization of school administration, the Democratic Administration Movement encouraged democracy in schools and saw a role for parents, teachers, and community members (p. 103). More recently, concern that schools weren't meeting the needs of the local community led to the emergence of the Community Control Movement. Advocates of community control argued that sharing control of the school with lay persons and groups external to the school would increase accountability for outcomes and broaden the school community.

Participation and involvement are expected to give the participants a stake in the decision. The creative energies of teachers and parents will be engaged and they will be more knowledgeable about the decisions. This will generate commitment to and support for the decisions. In addition, the

participants will feel responsible for the decisions and will accept accountability for the decisions.

Participation by and collaboration with teachers is expected to alleviate a perceived crisis in teaching. Proponents felt that the prescription of the teachers' duties and the teachers' lack of control over their work environment weren't encouraging professional behaviour. Decentralization would address some of the concerns by empowering teachers and promoting continuous professional development (Neal, 1991).

Also, Neal (1991) points out that inviting the broader community to participate in school decisions broadens the education constituency. This is an important factor in an era of declining social spending (Murphy & Beck, 1995; Neal, R., 1991).

Competition

Part of the change in the relationship between the school and the larger community is the adoption, from the corporate world, of competition and a market orientation. Combining "parental choice" with decentralization is expected to make the schools more efficient. Choice will force schools to respond to local needs. Accountability is enhanced because the performance of the school will be judged by how well it meets the local needs. Also, resources will be allocated in an efficient manner because people who participate in the decision making will be more aware of costs and resources. Further, decentralization itself is expected to lower costs and lead to less waste because the decisions will be made by those most capable of matching service to needs (Caldwell, 1990; Fuhrman & Elmore, 1995; Murphy, 1991; Murphy & Beck, 1995; Neal, R., 1991; Reaves, C. & Griffith, H., 1992).

Research

The school effectiveness research places devolution at the heart of restructuring. It allows an integrated school by school approach to improvement (Murphy, 1991). By turning the curricula and organizational decisions over to the professional staff, the decisions can be research based. Reaves (1992) expects a constructivist approach to education to emerge and Fuhrman and Elmore (1995) expect the curriculum needs to drive educational practice. Because there is a need for teachers to know about current research and the teachers can apply their knowledge, teachers are expected to become more knowledgeable and professional.

Models

The core strategies of decentralization and participation are reflected in the three prevailing models of school-based management. The idea of decentralization is embodied in the *administrative control model* as found in Edmonton Public Schools. Decision making is decentralized, but rests with the principal. The school council is advisory. The *professional control model*, found in Dade County, Florida, which places a majority of teachers on a decision making school council, has its basis in the teacher council movements. The *community control model*, found in Chicago and New Zealand, places a majority of parents on a decision making council. This model is consistent with the desires of the community control movements. (Elmore, 1990; David, 1990; Murphy & Beck, 1995).

Expectations

The dominant expectations, at the school level, for SBM appear to be:

a) involvement of staff in decisions about programs and organization;

b) involvement of parents and others in the community, in the school;

c) efficient and effective allocation of resources, based on a school budget;

d) strong instructional leadership and a focus on educational concerns;

e) an environment supportive of professional growth and collaboration;

f) long term academic improvement;

g) positive attitudes toward, and support for the school demonstrated by staff, students, parents, and the community;

h) positive behaviour, modeled by the staff; and

i) school success and effectiveness in meeting educational goals (Caldwell, 1990; Herman, J., & Herman, J. 1993; Murphy & Beck, 1995; Neal, R., 1991; Reeves, C. & Griffith, H. 1992).

Consistent with the preceding, a case study of three Edmonton Public Schools identified school improvement as the underlying reason for the transition to school-based management (Delaney, 1995, p. 123).

The pillars of school-based management are collaborative decision making and efficient resource allocation. The commitment generated by collaborative decision making and the allocation of resources to meet local student needs are expected to lead to increased student learning.

Results Experienced

Given the range of implementations, the high expectations and the differing levels of commitment at the school level, it isn't surprising that results have been disappointing and inconsistent. In a review of 200 documents describing site-based management, in the United States, Canada, and Australia, Malen, Ogawa and Kranz (1990) found this management style does not achieve its stated objectives to: a) change school policy, b) broaden decision-making, and c) improve instruction or student achievement.

There are some positive effects: for example Levine and Eubanks (1992) found,

> In districts that practice school-based management essentials, research studies find a range of positive effects, from increased teacher satisfaction and professionalism to new arrangements and practices within schools.... There are only a few examples of second-order change.(pp. 67-68)

Levine and Eubanks' study is also typical in addressing implementation issues, rather than looking at the effect on students.

Ogawa and White (1994) reported on a Dade County study that actually examined the impact on students.

> A recently published evaluation of the School-Based Management/Shared Decision Making Program in the Dade County, Florida public school district, which began piloting the program in 1987 in thirty-two schools (by 1989 all schools participated), is not any more encouraging (Collins and Hanson, 1991). On the one hand, evaluators reported statistically significant differences between project schools and nonproject schools for the overall district on some measures. Project schools had higher scores on more than half of the ten factors assessed

by the Purdue School Climate Evaluation. Student attendance in project schools was somewhat better than in nonproject schools. In addition, the evaluation showed that suspension rates in project schools were lower than [in] the district in general. Also, dropout rates in project high schools declined over the three year period of the project.(p. 54)

The Ogawa and White's study also found:

On the other hand, the evaluation showed that little or no difference existed between project schools and nonproject schools on other important measures. Project schools fared no better than nonproject schools on school report cards, staff attendance was no better, and student performance on standardized achievement tests did not change during the project.(p. 54)

The Dade County study focused on school-to-school comparisons and didn't evaluate the schools based on the individual school goals. This can lead to interpreting positive outcomes as inconclusive or poor. For instance the study reports no improvement in achievement outcomes, when the increased retention of at risk students could have been expected to cause lower student achievement outcomes.

Delaney's study of three Edmonton Public schools provided anecdotal evidence that school-based management facilitated improvement. Each school provided examples of how they exploited features of school-based management to meet the needs of their students (1995).

Addressing the issue of demonstrating that changes in atmosphere, satisfaction and involvement positively affect learning, Brown (1990) concluded:

How schools produce learning remains an intriguing black box .... Do principals supervise their teachers differently? ... Is it possible

> that equality of educational opportunity ... is attained in some way? How? ... Does school-based management actually "make a difference" on these dimensions? Clearly, many more research resources are needed to investigate these topics. (pp. 265-266)

The search for a universal answer begs the question, "Why would we expect individual schools to develop common solutions to their problems or to have common challenges?"

Neal first tries to avoid showing that school-based management improves learning by relying on consensus. In his words, "If all the main partners and stakeholders in the schools (students, parents, teachers, administrators, and board members) all believe that decentralized management is better than centralized management, then chances are that they are right" (p. 43).

He then goes on to explain that scientific proof is unavailable, "On the surface, such a demand sounds reasonable. After all, just pleasing everybody is not enough. Unfortunately, at this time there is no clear empirical evidence which proves that school-based management enhances student learning" (p. 43).

Murphy (1991, p. 155) agreed in part. He found outcomes were difficult to measure and avoided. Also, he found that research has tended to concentrate on process.

Further, Neil suggests that since a component of school-based management, parental involvement, is associated with improved student performance, the same outcome should be expected with school-based management. He adds:

> However, there is some evidence which indicates that school-based management does improve student learning. School-based management requires the meaningful involvement of parents in the affairs of the schools. ... but the most important reason is that parent involvement has a powerful effect on student achievement. Not only do children whose parents are involved do better throughout their entire school careers, but schools that work well with families have lower drop-out rates and higher test scores. In 1981, the National Committee for Citizens in Education (NCCE) published The Evidence Grows. ...
>
> ... In 1987, NCCE did an update, The Evidence Continues to Grow: Parent Involvement Improves Student Achievement. It includes 49 studies that, taken together, place the conclusion beyond dispute. Programs that include strong parent involvement produce students who perform better than otherwise identical programs that do not involve parents. (Henderson & Marburger, cited in Neal, 1991, pp. 43-44)

Ogawa and White (1994) conclude that the inconsistent outcomes are expected,

> The variety of strategies employed in the name of school-based management presents difficulties in assessing the relative effectiveness of both general programs and specific strategies. These variations, combined with the problem of ambiguity, help to explain the lack of broad, comparative assessments of SBM programs. (p. 76)

Sackney and Dibski (1994) sum up the conclusions of the various studies of the effectiveness of school-based management this way,

> A number of writers (e.g., Brown, 1990) have made the connection between SBM and school effectiveness. The evidence does

> not substantiate such a claim. School effectiveness is not contingent upon SBM. That is not to argue against the suggested link. It should be easier for empowered schools to engage in improvement activities; however, what we know to date is that school personnel tend to continue to behave as they did under the previous structure. What is required, as we have argued previously, is for the cultural norms, values, assumptions and belief systems to change. Only then will SBM realize its potential. (p. 10)

This is consistent with a study by the Center on Organization and Restructuring that found no relationship between restructuring and authentic pedagogy (cited Elmore, 1995, p. 24).

The conclusions are precisely what should have been expected. The schools where a change in policy, broadened decision-making and improved instruction and student achievement are needed aren't the schools that are ready for school-based management. If you impose school-based management on a school and community that hasn't been working toward shared decision making, the change will be resisted. The skills needed to make a locally managed school work have to be developed. In addition, there is no reason to expect a school or district that is making poor decisions to immediately make better decisions when a change is imposed.

This is supported by Murphy (1991) who found that: a) local councils paid little attention to teaching and learning (p. 50), b) school improvement plans didn't focus on the core issues of curriculum and instruction, c) there was no change in instructional delivery (p. 154), and d) no real change in the hierarchy, administrative structure or distribution of power (p. 141).

The schools and districts that voluntarily adopt school-based management will be formalizing changes that have already been made. Also,

the new organization will incorporate what they are doing and allow those schools to build on their accomplishments.

There is still a need to evaluate school-based management. Global change hasn't been found and shouldn't be expected, because school-based management focuses on local change. However, each school will have goals that should be stated and measurable. Neal suggests that schools should be evaluated on the basis of these goals. The desired outcomes may include improving student achievement, but they may not (1991, p. 32).

The researchers should be asking: a) "Does school-based management allow a school to set its own goals?" b) "Does school-based management allow a school to allocate resources to meet its goals?", and c) "Do these goals move school and student performance toward the outcomes expected for school-based management?"

To answer these questions it is necessary to look at schools where site based management includes significant control of resources. Also, it is important that the programs have been in place for some time which allows the learning and relationship building, needed to make effective decisions, to occur.

Conclusion

The literature indicates that there are many perceptions of school-based management. This is a product of both the evolution of school-based management and the different purposes of its proponents. Current expectations borrow from each group of proponents and correspond closely to the correlates for effective schools (Neil, 1991, p.42). Unfortunately, the outcomes of implementing school-based management, particularly with regard to improving student achievement, have been inconsistent. A

possible reason for the inconsistent outcomes is the tendency of researchers to compare the performance of schools implementing school-based management to external standards or other schools.

In this study the goals and tasks undertaken by schools, that have operated under school-based management for 15 years were examined. Because school-based management provides the opportunity for schools to set their own goals and measures, how successful they are in terms of setting and achieving their own goals is important when assessing the effectiveness of school-based management. The research problem, *"Do individual schools governed by an administrative control model of school-based management achieve the outcomes expected for school-based management?"* provides the framework to determine whether individual schools are working toward the expected outcomes for school-based management presented in this literature review.

CHAPTER 3: METHOD

This chapter begins with a discussion of the design of the study. Then, the reasons for choosing the district and the documents that were used in the study are described. Because the documents used are a critical component of the study, there is an extensive description of how they were generated. Finally, the process of preparing the data for analysis is describe in detail.

Design

In this ex post facto study, 1994-95 budget summary documents for 196 schools in the Edmonton Public School District were examined in depth. From the documents, the *expectations* and indicators for each school were determined and categorized using grounded theory techniques (Strauss, 1987; Glasser, 1992; Neuman, 1997), primarily the constant comparative method (Glasser & Strauss 1967, p. 104). That is each datum was compared to data examined previously. If the datum was similar to an existing group of data, it was grouped with it. If it was different, a new group was started. In this fashion, the categories emerged from the data.

Then, the Results Review prepared for trustees by each school was used to determine if those expectations were met in whole or in part. In addition, for 30 randomly chosen schools, a task analysis was undertaken, using the complete budget document. Independently of the expectations analysis, these tasks were also categorized using grounded theory techniques. Then, the categories developed from the task analysis were compared to those developed when analyzing the expectations reported for the 196 schools.

The analysis of the results review and tasks was used to answer the first sub-problem, "How do the goals set by Edmonton Public schools compare

to the outcomes predicted by the literature?" That is, are the School Activities directed to achieving the outcomes predicted for school-based management?

Sub-problems related to performance: "Were schools successful in achieving the desired *expectations* for all categories of goals?" and "Did the schools improve (that is, did the *expectations* the schools hoped to accomplish represent a higher standard of attainment than the prior year and did the schools achieve those *expectations*)?" were addressed using the results review documents.

The task analysis was also used to answer the final sub-problem, "Did the tasks the individual schools reported demonstrate an ability to act independently?"

The study has quantitative and qualitative characteristics. However, the study is qualitative because the data were analyzed from the perspective of the observed schools (Neuman, 1997, p. 330; Gall, Borg, & Gall, 1996, p. 22; Van Maanen, 1979, p. 10). Further the primary analytical technique, content analysis, used in the study is considered a qualitative approach (Frankel & Wallen, 1990, p. 371; Neuman, 1997, p. 31). Performing secondary analysis on extant data and documents is supported by Neuman (1997, p. 32) and by Smith and Glass (1987, p. 269). Smith and Glass go on to suggest that viewing the data from different perspectives (in this study analyzing the *expectations* and the tasks independently) provides some triangulation of the findings (p.275). The resulting analysis is primarily descriptive (Neuman, 1997, pp. 19-20). This description was augmented by comparison to an "ideal", the expectations for school-based management (Weber, cited in Neuman, 1997, p. 432).

Choice of District

The Edmonton Public School District was chosen because school-based management has been in place in the district since 1980. Importantly for research purposes, there was an established budgeting process and follow-up review to see if objectives were met. As part of the district's desire to be accountable to the public, this information is publicly available. The Budget and Results Review Summary documents are available in local libraries and the complete budgets are public documents available from the district on request. This provides a pool of data that can be used for research purposes. As well, the district has a variety of tests and comprehensive survey outcomes in addition to those available from the Alberta Department of Education.

While school-based management as practiced by the Edmonton Public School District is evolving, it is well established in the district. Consequently, the stakeholder roles are both understood and undertaken. Further, the district is recognized as a "model" for school-based management (Neil, 1991, p. 4). Thus, the analysis in this study provides a better understanding of a model implementation of school-based management.

Choice of Documents

Public documents, the school budgets and results reviews, were used to examine the goals and outcomes for the 196 schools and the tasks reported by 30 schools. The public nature of the information minimized ethical problems, such as confidentiality. The alternate approach would have been to use interviews and questionnaires to generate confidential information about individual school goals and achievement. This alternative would have required interviewing several people in each school and it is doubtful that the

information gathered about the goals would have been more accurate than the public statement of goals included in the documents. In addition to potentially increasing the effect of researcher bias and the cost of the study, ethical considerations may have limited the usefulness of the study. The use of public documents allows replication of the study by others and archived documents can be used for longitudinal studies.

Data Collection

The schools have copies of the 94-95 Budget and the Results Review. Selected portions of the District Attitude Survey Expectations 1989-1994, and Alberta achievement test results for 1994-95 can be provided by the schools. The Budget documents and the Results Review are also available from the district office. In addition, the district office has complete sets of attitude survey and achievement test outcomes. The Edmonton Public School District office provided copies of the Budget and Results Review Summaries for 1994/95 and the complete budget documents for the 30 schools chosen for the task analysis.

The Documents Reviewed

The process that generates the School Budget and the Results Review documents is important for this study. The School Budget and Results Review documents are the source of information used to determine if the schools are working to achieve the outcomes expected for school-based management. Also, the Results Review documents contain the information needed to evaluate the effectiveness of the schools. And, a sample of 30 school budgets was the basis for determining if schools could act independently. The documents were produced as part of the budgeting and review processes in the Edmonton Public School District.

When the study was done, the following describes the budget and review process in the Edmonton Public School District. At the school board level the budget process starts in September. At the organizational meeting the board appoints a priorities subcommittee to revise or confirm the "District Priorities." The board also establishes budget review subcommittees to review school results from the prior year.

Senior administrators in the district appoint a committee of principals and district representatives to review the per pupil allocations to schools. The allocation committee reviews variations to the base allocations for special classifications, such as high schools, academic challenge and small schools, to determine if they are fair and equitable.

In the schools, the current year's budget is revised to reflect actual enrollments. As well, selected outcomes from the previous year are shared with parents.

During October and November, the schools' Results Reviews for the previous year are prepared and presented to the board's sub-committees. The presentations are attended by those trustees who are on the sub-committee, the principals and a few teachers, parents, and students. After a short presentation, the trustees question the principals about the results and the conditions in the schools. The Results Reviews from the individual schools are collected and form part of a report to the school board. Copies of the Results Review are sent to various Edmonton Public Library branches. These were the documents used, in this study, to classify *expectations* and to indicate school performance.

Also, during this period a professional development day is scheduled for the teaching staff. In many cases the day is used to address organization, curriculum and performance issues being faced by the school.

Toward the end of November the board approves changes to the District Priorities and the per pupil allocations. These are the building blocks of the school budgets. The schools are required to set goals that address all of the District Priorities. The per pupil allocations for the various categories of student are multiplied by the forecast enrollments provided by the district, to generate an estimate of school revenues.

At the school, the District Priorities, enrollment and revenue forecast are shared with teachers, parents and students. The schools also establish the budget process and timelines.

The degree of collaboration with teachers, parents, students, and community varies from school to school. Generally, the teachers are heavily involved in the process. As well, the broader school community is given an opportunity for written or verbal input. Most schools have a budget committee with staff and parent representatives that prepares the budget.

The budget is completed by the end of February. In 1994/95 the budgets were reviewed by the area associate superintendents. The school budget is presented to the board during budget sub-committee meetings held in April and May. These hearings are public. The principal is given the opportunity to make a short presentation and then questioned by trustees. Normally, parents and students attending are invited to comment on the budget and the budget process. The school budgets are summarized and presented to the board as part of a board report. These Budget Summaries are placed in most Edmonton Public Library branches. The full budget documents for 30 schools chosen at random were used for the task analysis part of the study.

Also in April and May, a second professional development day is held for teaching staff. Again organization, curriculum and performance issues are discussed. The principal has interim outcomes for the current school year and can share these with parents. Normally, changes are made to remedy urgent problems indicated by the interim outcomes and the parents are informed.

There is considerable variation in the budget process at the school level. Indeed, it was difficult to separate school planning activities from the day to day operations of the school. The foregoing describes the process at a typical school. Although this description is more detailed, it is consistent with the description of the process given to Moroziuk (1996) when he interviewed six principals from Edmonton Public School District. The *expectations* developed during the planning activities and the outcomes are summarized for public view in the School Budget and in the Expectations Review documents. These documents have been validated by the school's area associate superintendent, in most cases approved by the school's parent advisory council, and presented publicly to the Board of Trustees. Notably, the School Budget and the Expectations Review may not include everything that is done in the school. Also, there was no way to determine the school's commitment to achieving the reported *expectations* or to carrying out the identified tasks. However, the reported *expectations* and tasks are those the school publicly communicated to the parents, to the superintendent, and to the trustees.

Example

An example of the information that is generated by the budget process, is one of the *expectations* reported by school #6. Under the board priority "All students will improve their achievement in the core subjects," school #6

reported "All students will demonstrate an ability to utilize problem-solving strategies in core subjects." The identified indicators used to determine success were student portfolios, teachers' perceptions and assessment, and District year 3 and year 6 Achievement Test outcomes. This was a school-generated *expectation* because it was in addition to the district *expectations*. Also, the *expectation* is a local strategy based on the school's assessment of student needs. This *expectation* was reported in the School Budget presented in the spring of 1994.

The School Budget also reported the tasks the school was going to undertake to achieve the *expectation*. Six tasks were identified:

> Staff will be inservised (sic) on problem solving stategise (sic) as they relate to mathematics, language arts, science and social studies.
>
> Staff will be provided with opportunities to meet with consultants to plan units which focus on problem solving.
>
> Implementation of the science inquiry process will be continued.
>
> Implementation of new mathematics curriculum.
>
> Development of a mathematics resource lab will continue.
>
> Purchase resource material and software which complement core subjects.

In the Results Review presented in the fall of 1995, school #6 reported the "Outcome." School #6 reported that the *expectation* was "Partially Achieved - this continues to be a focus for our school during the 1995-96 school year; we are in the second year of a three year focus in this area."

This example will be used later in the study to illustrate how *expectations* and tasks are categorized.

Pilot Study

A pilot study was undertaken to confirm the availability of the data and the information content of the documents. For the pilot study an experienced principal with the focal district was interviewed. The principal confirmed that the Budget document was used to record the school priorities, *expectations*, tasks, assignments and completion dates; that the budget also included the allocation of resources in the school; that the Budget Review document was used to report whether the *expectations* included in the budget were achieved; and that the District Attitude Surveys, District Achievement tests and Alberta Achievement tests were the usual source of the measures used to determine if the *expectations* had been achieved.

Also, the interview with the principal provided qualitative data about the adequacy of the sources. The principal also elaborated on the budget process and the participants. It was this principal who confirmed that not all of the School Activities are included in the school budgets. Examples of desired expectations and tasks left out are changes a principal would like to make that are politically sensitive, common activities (registration of students), and activities that are undertaken on short notice. He also cautioned against using the number of tasks associated with an *expectation* as an indication of resource allocation. Regarding participation, the principal explained that getting parental involvement is difficult. Many parents are not available and those who are available have to be informed about the issues, before they can contribute meaningfully to the budget process.

Data Preparation

The information contained in the budget and *expectations* review documents was extracted and grouped for analysis. This section describes the

information collected. The description of the process used to categorize *expectations* and tasks is described in detail later in the chapter.

Expectations Review Analysis

Data for 196 non-institutional schools were collected from the expectations review documents and arranged as follows:

Student achievement and diploma expectations

Student achievement and diploma *expectations* were recorded for each school. The data included were, for each subject, the prior year's outcome, if reported, the 94/95 *expectation* for the percent of students achieving the standard of acceptable performance and the percent of students achieving the standard excellence, and the 94/95 outcome for the percentage of students achieving the standards for acceptable and excellent performance.

Non-academic district expectations

Non-academic district *expectations* were recorded for each school. The data included were, for each subject, the prior year's outcome, if reported, the 94/95 *expectation*, and the 94/95 outcome.

School expectations

School *expectations* for each school were categorized and the number of *expectations* achieved, not achieved, and not reported were recorded for each category. The aggregate of the individual school *expectations* for each category was used in the analysis.

Task Analysis

The task analysis for each school required that the data regarding tasks taken from the budgets for the 30 sample schools were aggregated. Each individual activity was assigned to one or more categories. Related categories were collected into group-categories. In turn, related group-categories were included under meta-categories. The number of schools using each category, group-category, and meta-category was recorded.

Expectations Classification

The *expectations* for each of the 196 schools were grouped into categories for analysis. Because the study starts with a question, the approach isn't a pure form of "grounded theory analysis" (Strauss, 1987, p.5; Glasser, 1992, p 15). However, the spirit of the technique was maintained. For each *expectation* the question, "What kind of outcome or activity is represented by this *expectation?*" was asked. The responses were "open coded" (Glasser, 1992, p.12; Strauss, 1987, p.61). Categories were established as similar *expectations*, such as "use of tools," were grouped. As clusters of related categories emerged they were "axial coded" (Strauss, 1987, p. 64) into group-categories such as "student achievement."

To begin the data preparation process, the *expectations* and the reported outcomes for four schools were scanned and copies printed. These were open coded to generate the initial categories used to code the *expectations* for the 196 schools. The first pass generated five broad categories: a) student achievement, b) collaboration, c) service standards, d) behaviour, and e) professional development.

The second time through, to generate a different perspective, *expectations* were forced into nine categories. The analysis of the first two passes suggested using the following categories for the third pass: a) involvement, b) student achievement, c) behaviour, d) professional development, and e) school environment.

The outcome of the third pass suggested the categories be changed for the fourth pass. Ultimately, the following five major categories: a) student achievement, b) behaviour, c) professional development, d) involvement, and e) school environment were used.

Each of the five revealed categories had several sub-categories. This classification system worked for the four schools and was used to establish the initial categories for classifying the *expectations* for all 196 schools. As the *expectations* from the 196 schools were categorized, some additional sub-categories were established and the descriptions of others were modified. No new broad group-categories were established.

Expectation Category Descriptions

After the coding was completed the following categories for school-generated *expectations* remained: a) *student achievement*, b) *behaviour*, c) *professional development*, d) *involvement*, and e) *school environment*. These categories are part of the findings of the study, but are included in the method chapter because they form the framework for the analysis. Further, a hierarchical naming convention is used. For instance the top level category names such as behaviour are broadly descriptive and the descriptive detail provided through the sub-category names. One consequence of the naming convention is the repetition of sub-category names such as "student" which may appear under behaviour and involvement. A description of the categories and sub-categories follows.

Student Achievement

The *expectations* included in this category were intended to improve student achievement. There were five sub-categories: 1) *use of tools*, 2) *learning growth*, 3) *awareness of outcomes*, 4) *meeting individual needs*, and 5) *scope of programs*. In more detail:

1) *Use of tools* includes *expectations* that involved student acquisition of problem solving and critical thinking skills. Expectations that were directed toward improving student ability to use "manipulatives"(physical models), to understand mathematics, and to use computers to aid learning were also included in this sub-category;
2) *Learning growth* included *expectations* that were expressed in terms of learning growth. For example, "All students will demonstrate a year's growth according to the language arts curriculum";
3) *Awareness of outcomes* referred to *expectations* that involved students being aware of the expectations of the school and others. Also, the adoption of goal-setting strategies was included under this category;
4) *Meeting individual student needs* included *expectations* directed to the development of individual education programs and the adoption of strategies to accommodate learning differences;
5) *Scope of programs* refers to *expectations* directed to including more students in a program or expanding a program. For instance, extending the Careers and Technology programs to another grade.

Most of the *expectations* described activities such as "grade three students will use "manipulatives" to help them understand mathematics

concepts." The indicator of success when an activity was specified was whether or not the activity took place.

Behaviour

There were two sub categories of behaviour *expectations, attendance* and *attitude (towards school) change. Attendance* sub-category included *expectations* that indicated students would spend more time on task. Also, included were *expectations* requiring students and staff to be on time for classes and to reduce the number of absences. Expectations included under the *attitude change* sub-category required a improvement in attitude toward the schools and the school system. Examples of these *expectations* were "parents and the community will be supportive of public education" and "more students from the school's catchment area will attend the school." The indicators of success for these *expectations* were measures. Examples of these were "the percent of community members satisfied with the school" or "the percentage of students from the catchment area attending the school."

Professional Development

Expectations under the professional development category usually described activities. They were grouped into four sub-categories: 1) *knowledge of the curriculum,* 2) *programming strategies,* 3) *environmental awareness,* and 4) *personal growth.* In more detail:

1) *Knowledge of the curriculum expectations* described professional development activities designed to improve teachers' knowledge of the provincial curriculum;

2) *Programming strategies* described professional development activities that would improve the presentation of curriculum in the classroom;
3) *Environmental awareness* included professional development activities that would make teachers more aware of the social and political context of the school and schooling. Activities such as "teachers will attend at least one school board meeting" were included in this sub-category;
4) *Personal growth* was used when a *expectation* indicated professional development would occur without indicating a purpose.

Involvement

The *expectations* included under this category were intended to increase involvement in the school. The sub-categories were 1) *staff and parent - program*, 2) *staff, parent, peer - curriculum*, 3) *parents - budget, group*, 4) *staff*, 5) *community*, and 6) *student*. Generally:

1) *Staff and parent - program expectations* were directed to sharing information about student programming. These *expectations* included "having parent-teacher conferences."
2) *Staff, parent, peer - curriculum* included *expectations* that involved staff, parents, peers in curriculum delivery. An example of this was implementing a paired-reading program;
3) *Parents - budget, group* included *expectations* such as involving parents as a group in budget decisions;
4) *Staff* included *expectations* intended to increase staff involvement in decision making. These *expectations* included letting teachers control staff meetings and requiring teachers to participate on budget committees;

5) *Community* included *expectations* that increased the involvement of the school in the community or community members in the school. These *expectations* included activities such as inviting community members to take part in a career day and having a student choir perform for senior citizens;
6) *Student* included *expectations* that increased student involvement in administration of the school. Examples of these activities were involving students in the budget process and having students volunteer to answer the office phones during lunch hour.

Most of the indicators of success for the involvement *expectations* were the occurrence of an activity. Some indicators, notably for staff involvement *expectations* were measures of satisfaction.

Environment

Expectations related to the school environment were expected to improve how people were treated and how people felt about the school and the school experience. The sub-categories were 1) *responsiveness*, 2) *supportivness*, 3) *communications*, 4) *health and safety*, 5) *attitudes (in school)*, 6) *behaviour*, and 7) *stewardship*. In more detail:

1) *Responsiveness expectations* were expected to improve how the school responds to staff, parents, students, and the community. An example was "all telephone calls will be returned within 24 hours".
2) *Supportiveness expectations* were intended to provide emotional and social support for staff, students, and others. Expectations included in this category were "student achievement will be recognized at weekly assemblys (sic)" and "a parent support group will be started";

3) *Communications expectations* included *expectations* intended to improve communication within and without the school. An example of this type of *expectation* was "school news letters will be mailed to parents";

4) *Health and safety expectations* were intended to ensure that the school was a safe place to work and learn. Examples of health and safety *expectations* were "students will learn conflict resolution skills" and "students will be taught the proper way to wash their hands";

5) *Attitudes (in school) expectations* were intended to improve attitudes toward school programs, organization and administration. These included *expectations* such as "teachers will think the school is a good place to work" or "teachers will feel that the work load is distributed fairly";

6) *Behaviour expectations* were intended to improve the behaviour of staff and students. These *expectations* included developing and enforcing school behaviour plans;

7) *Stewardship expectations* were intended to improve how school resources were used and cared for. Expectations such as "school allocations will be spent in a prudent manner" and "flower beds around the school will be maintained" are included under this sub-category.

The indicators of success used for the environment *expectations* were a mix of activities occurring and measures of satisfaction.

Coding Notes

There were a number of decisions that were made concerning the coding of the *expectations* data. A discussion of these follows.

1. First, all of the schools reported targets and outcomes for provincial achievement or diploma exams. All schools were assumed to have these as *expectations* whether stated explicitly or not. Quite frequently, multiple outcomes were reported for a single *expectation*. For instance the task might be "the principal will greet the students as they enter the school" and outcomes could be reported for: school safety (less horseplay), communication (making the principal accessible), and attendance (the principal can see if teachers are arriving late). When multiple outcomes were reported, an *expectation* was assumed for each outcome. Occasionally, instead of reporting an outcome for each *expectation*, one outcome was reported for multiple *expectations*. This left the decision of whether the outcome was applicable to one or more of the *expectations* to the researcher.
2. As well, there were differences among schools in how they set their targets and what they considered to be a successful outcome. Some of the targets were unlikely to be achieved, such as "100% of staff will be satisfied with their input on decisions that affect them." Also, some schools reported partial success or success if they improved, while other schools reported partial success when they had substantial improvement, but didn't quite meet their target. Because of the inconsistent reporting, reports of partial success were interpreted, by the researcher, as not meeting the target. In addition, some schools reported success when they did not meet a numeric target. To maintain the focus on planned *expectations* and indicators, these reports were changed, by the researcher, to "did not meet the target."

3. To complicate the analysis further, some of the *expectations* were unclear or poorly written. In these instances the researcher used his knowledge of the District and programs, expected outcomes, and targets as interpretive aids. This is assumed to account for some of the differences between the researcher's categorization of tasks and those of the Control (see Third Party Verification).
4. When multiple outcomes were reported for an *expectation*, it was difficult to be consistent in establishing a *expectation* for each outcome. This may have caused an under-reporting of the number of *expectations*.
5. In addition, it was difficult to be consistent when classifying ambiguous *expectations*. It is also possible that identical *expectations* have been classified differently. For example, it was sometimes difficult to determine if a *expectation* required communicating about an activity or doing it. Similarly, *expectations* related to job satisfaction could relate to involvement or attitude. These were the types of quandaries the outcomes were useful in resolving. As well, adding a new category, such as student involvement, could have affected subsequent classifications, by increasing the number of existing categories.
6. The *expectations* and outcomes were compared and the school success in achieving their *expectations* for the different categories was analyzed. This analysis addressed the research questions, "Were schools successful in achieving the desired *expectations* for all categories of goals?" and "Did the schools improve?"

Task Analysis

The *expectations* review involved examining the 1994/1995 Budget and Expectations Review Summaries for all 196 non-institutional schools in the Edmonton Public School District. In addition, 30 of the 196 schools were

chosen at random and a task analysis was performed using the activities they would undertake to achieve their *expectations*. This information was contained in the complete budget documents.

The sample used for the task analysis included 20 elementary (K-6), three elementary-junior high schools (K-9), five junior high schools (7-9), a junior-senior high school (7-12), and a high school (10-12). The enrollment was less than 200 students in seven schools, between 200 and 400 students in 14 schools, between 400 and 600 students in seven schools, between 600 and 800 students in one school and almost 2000 students in the high school. Also, high needs students were a large component of the enrollment at nine schools. In summary, the schools differed in enrollment, age of students, organization, and curriculum. The proportion of each type of school in the sample was similar to the proportion of each type of school in the district.

Analysis

The initial analysis of the tasks was categorizing them. For each task the following questions were asked: a) What is happening? b) Who is involved? and c) What is the expected outcome? The answers to these questions determined to which category an individual task was assigned. Subsequently, the categories of tasks were used to describe school activity.

The schools reported the tasks under each district priority. These priorities were kept as meta-categories for the first attempt to categorize the tasks. Within the meta-categories, the tasks were open coded (Glasser, 1992, p. 19). Only the first three schools were used to establish initial classifications. However, the variety of tasks resulted in a constant increase in the classifications. Two hundred and four categories grouped under seven meta-categories were identified. There was duplication of categories under some of the meta-categories and some schools reported similar tasks under different

meta-categories. To decrease the number of categories and to group similar categories together, the seven meta-categories were decreased to four. In addition, actions that were reciprocal were placed in the same category. For example, student choirs performing in the community and community members performing in the school would be placed in the same category. Also, group-categories were identified within the meta-categories and to reduce double reporting of categories, detailed classifications within a group were maintained under only one meta-category. For instance the tasks associated with program delivery generally occurred in the student achievement meta-category. Under the other meta-categories, all tasks oriented to program delivery were classified as program delivery.

Using the revised framework, all of the tasks were categorized a second time. A system of open coding was used (Glasser, 1992, p. 19) and new categories were generated during the second pass through the data. After the second pass there were four meta-categories, encompassing 16 group-categories. Within the group-categories there were 114 individual categories.

Task Category Descriptions

The four meta-categories were a) *student achievement*, b) *home, school, community relations*, c) *staff involvement in decision making*, and d) *health and safety of students and staff*. A detailed description of these meta-categories follows.

Student Achievement

Under student achievement there were 32 categories of tasks collected into four groups. The groups were 1) *program delivery*, 2) *professional development*, 3) *student skills*, and 4) *school tasks* (tasks undertaken by the school as an institution).

Program delivery

There were 15 categories of tasks associated with *program delivery.* Categories of tasks involving the teacher in the classroom related to *continuity of instruction, curriculum alignment, improving instructional strategies, meeting student needs,* and *improving student assessment.* Students were going to get *home work,* do *practice exams,* and do *core related extra-curricular activities.* Collaboration was going to take place *by involving parents and the community in program delivery and peers and parents in tutoring (primarily paired reading).* Collaboration was also evident in the use of *school-wide themes,* and *collaborative development of curriculum and programs.* Also, directly related to instruction was the *acquisition and sharing of curriculum resources.* Additional categories of tasks were *communicating curriculum expectations* and *involving students, parents, and teachers in goal setting.*

Professional development

Under *professional development* there were six categories. Four, *knowing the Provincial curriculum, program delivery skill, assessment skills,* and *formative evaluation* were directly related to improving teaching skills. Unspecified professional development was assumed to be for *personal growth.* Also, some schools identified professional development *activities for parents.*

Student skills

Categories under *student skills* involved both academic and interpersonal skills. For example, *critical thinking and problem solving* skills are considered academic skills but are an important part of acquiring *pro-social* the ability to work with others) skills and *goal setting.* Other academic

related categories were *testing skills, study and organization,* and *attendance* (physical presence and attention).

School tasks

Under the *school tasks* are categories that describe what the *school* was going to do to improve student achievement. The dominant categories were changes to the *organization* and *student recognition.* Some schools identified improving *health and safety* (also a meta-category) as important to improving student achievement. Other categories were the provision of *feedback* and *follow-up.*

Home, School, Community Relations

There were 39 categories that were clustered to form six groups under the *home, school, community relations* meta-category. These six groups were: 1) *involvement - parents and community,* 2) *decision making,* 3) *students,* 4) *school tasks,* 5) *communications- type,* and 6) *communications - content.* Under this meta-category, many of the tasks were included under more than one category. For instance, most communications tasks were categorized under type of communication and communications content.

Involvement - parents and community

Under *involvement - parents and community* tasks that would take place in the classroom were included in *curriculum* and *support.* The *curriculum* tasks were activities such as paired reading. *Support* tasks included preparing materials for use in the classroom. Other categories related to maintaining volunteer activity in the school. These included *organizing and managing* the volunteers, *recruiting* volunteers, and

providing *training* and *support* for volunteers. Tasks in the *partnership* category focused on community involvement.

Decision making

Decision making tasks involved the parents and others in *planning, inservice,* and *expectations.* The *inservice* decisions related to the professional development needs in the school. The decisions about *expectations* addressed the expectations for students and the school.

Students

The tasks involving *students* were *service -school and community, performance - school and community, displays,* and *program delivery. Service - school and community* tasks involved students volunteering in the community and to a lesser extent community volunteers coming into the schools. *Performance - school and community* tasks generally had students performing for others. An example of this was school choirs singing Christmas carols for seniors. *Display* tasks involved displaying student work in community locations, such as shopping malls. Students were involved in *program delivery* through paired-reading programs and other forms of peer tutoring.

School tasks

Some of the categories under the *school tasks* related to providing the infrastructure for *home-school-community relations.* These were *needs assessment,* developing *strategies* for meeting the needs, *organization* of the school, and *resources (acquisition and distribution).* In addition, tasks associated with *implementing standards* (behavior, learning, service), *program delivery* and *recognizing* accomplishments and contributions of

those involved in the school, were seen as ways to *improve home-school-community relationships.*

Communication

The *communication - type* tasks all related to using a particular form of communication. These included general approaches such as *written communications (newsletters), media* reporting of school events, and *invitations* to school events and *archiving* school information. Also, the schools communicated to groups through *awareness events (open houses)* and *parent meetings.* On a more personal scale, school personnel *networked* with community members, *teachers contacted parents,* and teachers arranged *parent-teacher-student conferences.*

Generally the *communication - content* tasks involved communicating about expectations and performance. These addressed student *curriculum* and *behaviour.* Also, there were communications about expectations for *parents* and the *school.* In addition schools reported on *program delivery* and provided *feedback* when required.

Staff Involvement in Decision Making

There were 17 specific categories and four groups under the meta-category of staff involvement in decision making. The groups were *participation in the administration of the school, professional development, school tasks,* and *communication.*

Participation in the administration of the school

Participation in the administration of the school included staff involvement in *budget* deliberations, in *decision* making, in *staff meetings*, on *committees*, and in school *activities*.

Professional development

Professional development tasks included *inservice* activities about participation and making participation part of *formative evaluations*.

School tasks

The *school tasks* included providing an *organization* to support participation and establishing a *democratic* process. The schools also *recognized* participation and provided *follow-up* to staff concerns. Other categories were, *resource sharing* and *program delivery*.

Communication

Communication was seen as a means of encouraging staff participation. Tasks involving *written* and *informal* forms of communication were identified. The communications contained information about the school, *district* policies and objectives, and *feedback* about staff concerns and initiatives.

Health and Safety of Students and Staff

Under the *health and safety of students and staff* meta-category there were 26 categories collected into four groups: *health*, *safety*, *behaviour*, and *school*.

Health

In addition to activities designed to improve the *health* of staff and students, *educational programs* and *professional development* related to health concerns were identified. Also, there was a category related to *support (mental, social)* for students, staff, and parents.

Safety

Safety tasks included activities to promote safety. Also, tasks, such as holding school assemblies, designed to *educate and communicate* about safety and related *professional development* were identified. Other categories of safety related tasks were *supervision* of students *and enforcement* of behavioural expectations and *staff performance appraisals* that included knowledge of health and safety issues as an evaluation criteria.

Behaviour

Under *behaviour*, most of the task categories covered two areas, developing and communicating behavioural expectations and student resolution of behavioural problems. The categories of tasks related to developing and communicating behavioural expectations were *develop, document*, and *communicate* a student behaviour plan and *professional development* focusing on behaviour. Task categories associated with student resolution of behavioural problems were *peer* conflict resolution, conflict *avoidance*, and conflict *resolution*. Other task categories were *student involvement* in developing behavioural expectations and providing *role models* for students.

School tasks

The *school tasks* included categories related to *infrastructure, organization, resources, environment (school),* and *needs assessment.* In addition tasks associated with *recognition* for supportive behaviour, *providing feedback,* and establishing *service standards (school)* were identified as ways to improve health and safety. *Program delivery* was also identified as affecting health and safety.

Third Party Verification

A second person, given the label "the Control", was invited to allocate tasks to the classifications that were identified. The Control was a doctoral student in education administration, who had been a principal in a site-based management school. The Control was chosen because he was an experienced principal from outside the focal district. To keep the selection of the schools independent of the researcher and the Control, a third person, an education student was asked to choose three numbers from between 1 and 30 representing the 30 schools in the sample. The Control then classified the tasks for the three schools that corresponded to the numbers chosen. Generally speaking the Control assigned tasks to fewer categories, than did the researcher. Of the categories the Control used, approximately two-thirds matched the categories used in the study. This ratio held for the individual categories and groupings of categories. The differences occurred because some of the tasks were unclear and there were different ways of interpreting the tasks. Also, interpreting some of the tasks required a knowledge of district programs, that the Control did not have.

Clearly, a third party is unlikely to reproduce the categorization of tasks exactly. However, as an outcome of the third party analysis, no new categories were needed. Further, the types of tasks the schools undertook to

achieve their *expectations* were seen to differ. When the sub-categories were grouped which reduced the variation among the schools, only two out of the three schools were found to be using a similar approach to address a particular priority. Also, the schools using similar approaches changed as the priority being addressed changed; not all of the group categories were used by each school; and there were some categories used by only one school. In short, the third party allocated some of the tasks to different categories than the researcher, but the schools chose different approaches to achieve their *expectations*.

Coding notes

There were a number of decisions that were made concerning the coding of the task data. A discussion of these follows.

1. The number of activities a school had for each classification wasn't recorded, because some schools provided a detailed list of activities and other schools used a general descriptor.
2. The tasks were assigned to more than one category when multiple activities were indicated, such as "developing" a service standard and "communicating" a service standard.
3. Although some schools used general descriptions of tasks, and other schools used quite specific descriptions, each school tended to be consistent across priorities.
4. The schools differed in their interpretation of the priorities and how they addressed them.
5. A knowledge of school programs such as "Quest" (a Lion's Club developed program to increase student self-esteem and conflict resolution skills) helped the researcher to classify the tasks.
6. The different meta-categories provide different perspectives of the School Activities.

7. To reduce double reporting of categories, detailed classifications within a group were maintained under only one meta-category. For instance the tasks associated with program delivery generally occurred in the student achievement meta-category. Under the other meta-categories, all tasks oriented to program delivery were classified as program delivery.

Reprise

In the method chapter the design of the study and the decision to conduct a document analysis were explained. Also, the decision to use the Edmonton Public School District and the specific documents chosen was discussed. In addition the source of the documents and how they were generated, as part of the budget process, was explained in detail. Then, the approach to preparing the data for analysis, including a discussion of some of the issues dealt with when categorizing the data, was outlined.

CHAPTER 4: EXPECTATIONS AND OUTCOMES

In this chapter the results of the data analysis are presented. The chapter has three sections: a) a comparison of the school *expectations* and the outcomes expected for school-based management? b) district *expectations*, and c) approaches to achieving school *expectations*.

The first section addresses the research problem, "*Do individual schools governed by an administrative control model of school-based management achieve the outcomes expected for school-based management?*", and the first two sub-problems, "How do the goals set by Edmonton Public schools compare to the outcomes predicted by the literature?" and "Were schools successful in achieving the desired *expectations* for all categories of goals?" In second section, the expectations associated with the third sub-problem, "Did the schools improve?" are presented. This sub-problem is broken into two specific questions: "Did the *expectations* the schools hoped to accomplish represent a higher standard of attainment than the prior year" and "Did the schools achieve those *expectations*?" The third section of the chapter addresses the fourth research sub-problem, "Did the tasks the individual schools reported demonstrate an ability to act independently?"

School *Expectations* and the Outcomes Predicted for School-Based Management

In this section the school generated *expectations* are analyzed within the framework of "expectations for school-based management" outlined in the literature review. The expectations for leadership and effective schools are evaluated on the basis of the individual school's performance in achieving school and district *expectations*.

The term *expectation* is used throughout the document in place of the term "result" used in Edmonton Public School planning documents. A result is a statement of what the school is going to accomplish. The district requires that results to be quantifiable and measurable. Therefore, the result statement includes the goal, the indicator used to demonstrate the outcome, and the level of performance to be achieved. Many of the results didn't meet all of these stipulations. For instance the indicators for the school #6 result, "All students will demonstrate an ability to utilize problem-solving strategies in core subjects," were student portfolios, teachers' perceptions and assessment, and District year 3 and year 6 Achievement Test outcomes. There was no baseline or measure given which could be used to independently verify success in achieving the result. Further, the district mandated "results" were selected indicators (attitude survey and achievement test outcomes) and measures (predicted levels of performance using the indicators) that lacked an accompanying action. Despite the lack of consistency in the interpretation of the term "result", the analysis of the "results" and associated outcomes was the basis for this study. "*Expectation*" is used throughout the study, instead of "result" because "results" are normally associated with outcomes and not goals.

To identify the degree of correspondence between the outcomes expected for school-based management (outlined in the literature review) and the *expectations* Edmonton Public Schools hoped to accomplish, the analysis of school generated *expectations* and associated tasks was used. It is important to keep in mind that the schools used a discrepancy planning model. Deficiencies in the operation of the school were identified and appropriate *expectations* adopted (Moroziuk, 1996). Therefore, the *expectations* and tasks aren't inclusive: they don't describe all of the activity in the schools. For instance, it is apparent from the *task* analysis that one of 30 schools did not report activities directed toward Program Delivery. However, an inquiry

would probably reveal that school was satisfied with its current approach to Program Delivery. Overall, the 196 schools identified 2307 *expectations*, that would improve them.

For each of the predicted outcomes for school-based management, the school *expectations* for the 196 schools are discussed. Then information derived from the *task* analysis for the 30 sample schools was used to describe the activities that the sample schools indicated they would undertake to achieve the *expectations*.

This process is illustrated using school 6 as an example. School 6 identified as a school generated *expectation* that "All students will demonstrate an ability to utilize problem-solving strategies in core subjects." This *expectation* was reported under the *student achievement* category with the *use of tools expectations*. Because school 6 reported the *expectation* as partially met, it was recorded as not achieved. The decision to record of partially met expectations as not achieved was made because of the wide variation in how schools interpreted "partially achieved". *Expectations* were considered achieved if the school met the target for the indicator used in the *expectation* statement (reported in the budget) or the school reported the *expectation* as achieved. This information was aggregated for analysis.

In addition School #6 was one of the sample schools and the identified the following tasks that would enable the school to achieve the *expectation*:

> staff will be inservised (sic) on problem solving strategies as they relate to mathematics, language arts, science and social studies;
>
> staff will be provided with opportunities to meet with consultants to plan units which focus on problem solving;
>
> implementation of the science inquiry process will be continued;

implementation of new mathematics curriculum;

development of a mathematics resource lab will continue;

and

purchase resource material and software which complement core subjects.

As an example of how the this information was used and classified, the first task, "staff will be inservised on problem solving strategies as they relate to mathematics, language arts, science and social studies" would have been reported in the *curriculum* category with the *professional development* group under the *student achievement* meta-category. Then, the number of schools using professional development in curriculum as an approach to improving student achievement was recorded. These data were used to illustrate the type of tasks schools undertook to meet student achievement *expectations*. Also, the task analysis data were used in the section "Approaches to Achieving School Expectations."

Involvement

A summary of the school-generated *expectations* directed toward improving involvement in with the school and its programs is contained in Table 1.

Two of the expected outcomes for school-based management relate to involving staff, parents and the community in decisions about curriculum, program and organization (Neal, 1991, pp. 39,40,41). There were 711 *expectations* (30.8% of 2307), directed to the involvement of these groups. Of these 264 (11.4% of 2307), focused on staff involvement. Another 177 (7.7% of 2307), aimed to involve staff, parents, and students in program delivery and curriculum decisions, for the school or individual students. A further 151

(6.5% of 2307), indicated a desire for more community involvement in the schools. Most of the *expectations* described activities. These activities were directed toward providing opportunities for involvement, and schools reported success rates of over 80%. However, the indicators for success used when evaluating the staff *expectations* were measures of staff satisfaction with their involvement and the success rate was only 49%.

Table 1: Expectations Directed Towards Increasing Involvement

		Expectation Achieved			
Expectations Involving	Total	Yes	No	NR	% Yes
Program-Staff, Parents	61	45	16	-	73.8
Curr-Staff, Parents, Peers	110	95	14	1	86.4
Budget-Parent Group	119	99	18	2	83.2
Staff	264	130	13	4	49.2
Community	151	133	16	2	88.1
Students	6	5	1	-	83.3
Column Total	711	507	199	5	71.3

Program refers to the student's program

Curr refers to presenting the curriculum.

Budget refers to *expectations* related to the budget process.

From the task analysis it was apparent that the tasks undertaken by the schools to improve involvement were primarily efforts to improve communication. Schools also made organization changes to facilitate involvement and involved the parents and community members in program delivery. However, only two of the 30 schools were going to involve parents in planning activities. The role identified for parents and others in the budget process, by five of the 30 schools, was developing expectations for the schools and students.

Professional Development

Another expectation of School-based Management is support for professional growth and collaboration (Neal, 1991, p. 40). The *expectations* directed toward professional development are summarized in Table 2.

Table 2: Expectations Directed Toward Professional Development

		Expectations Achieved			
Expectations Involving	Total	Yes	No	NR	% Yes
Curriculum Knowledge	12	10	2	-	83.3
Program Strategies	39	29	10	-	74.4
Environmental Awareness	12	11	1	-	91.7
Personal Growth	10	7	3	-	70.0
Column Total	73	57	16	-	78.1

Curriculum Knowledge identifies *expectations* intended to increase staff understanding of the required curriculum.

Programming Strategies identifies *expectations* intended to improve curriculum delivery.

Environmental Awareness identifies *expectations* intended to make the staff aware of outside influences on the school.

Personal Growth identifies *expectations* that didn't have a specified outcome for the professional development activity.

There were 73 *expectations* (3.2% of 2307), aimed at expanding professional development activities. Although there weren't many *expectations* directed toward professional development, the task analysis shows that 22 of the 30 schools identified professional development activities and 25 of the 30 identified collaborative efforts directed to improving program delivery, as ways of improving student achievement.

Student Achievement

Of course, student achievement couldn't be ignored and school-based management is expected to lead to long term academic improvement (Neil, 1991, pp. 40,42). The schools reported 443 *expectations* (19.2% of 2307), related to student achievement. The sub categories included *use of tools, learning growth, expectations* for learning, *meeting individual student needs*, and the *scope* of the programs. The school *expectations* directed toward student achievement are summarized in Table 3.

Table 3: School Expectations Directed Toward Student Achievement

		Expectations Achieved			
Expectations Involving	Total	Yes	No	NR	% Yes
Use of Tools	79	57	20	2	72.2
Learning Growth	77	50	23	4	64.9
Expectations	64	41	18	5	64.1
Meeting Individual Needs	99	82	17	-	82.8
Scope	124	88	33	3	71.0
Column Total	443	318	111	14	71.8

Use of Tools identifies *expectations* intended to teach students how to use materials and equipment, as well as critical thinking and social skills.

Learning Growth identifies *expectations* intended to improve student learning.

Expectations includes *expectations* intended to make students aware of the curricular and behavioural expectations of the school.

Meeting Individual Needs includes *expectations* that are intended to make the curriculum and programming student focused.

Scope includes *expectations* intended to improve student retention and inclusion in school programs.

The task analysis of the 30 sample schools revealed that 29 schools identified activities to improve program delivery in the classroom and 20 identified activities directed to improving student skills. Further, 28 schools indicated they would make organizational changes to improve student

achievement. Some of the activities, such as teaching testing skills and practice tests, were designed to provide immediate improvement in test results. Other activities, such as teaching problem solving and critical thinking, are of longer term benefit.

Attitudes Toward School and Education

In addition to improvements in student achievement and involvement of students, staff, parents, and the community in the school, an expectation of School-based Management is that all of these stakeholders will have a positive attitude toward the school (Neil, 1991, pp. 39,41,42). The school *expectations* directed toward improving the perception of the school and attitudes toward the school are summarized in Table 4 and Table 5, respectively.

As revealed in Table 4, the school-generated *expectations* concerning the school environment, 920 (39.9% of 2307), generally had indicators of positive attitudes toward the school and expressed satisfaction with the school as measures of success. Generally, the schools desired: a) to improve their responsiveness to those involved with the school; b) to be supportive of the school community; c) to communicate well; d) to provide a safe environment in which to learn and work; and e) to have a well-behaved student body. Some of the schools identified stewardship of resources as an expectation. The range of success (% of *expectations* achieved) for *expectations* related to the school environment was from 56% (attitudes in school) to 82% (activities related to health and safety) with an overall success rate of 70%.

All 30 of the schools involved in the task analysis identified activities related to communications and 28 of the schools were undertaking school level activities to improve school community relations and 25 schools

planned to do things at the school level to improve the health and safety of staff and students.

Table 4: Expectations Directed Toward the School Environment

		Expectations Achieved			
Expectations Involving	Total	Yes	No	NR	% Yes
Responsiveness	91	65	23	3	71.4
Supportivness	144	109	34	1	75.7
Communications	333	232	98	3	69.7
Health and Safety	135	111	19	5	82.2
Attitudes in School	71	40	31	-	56.3
Behaviour in School	113	70	42	1	61.9
Stewardship	33	19	13	1	57.6
Column Total	920	646	260	14	70.2

Responsiveness includes *expectations* intended to improve how the school responds to the needs of staff, parents, students, and the community.

Supportiveness includes *expectations* intended to provide emotional and professional support, and to recognize student and staff achievement.

Communication includes *expectations* intended to improve the communications between the school and its parents, students, staff, and community.

Health and Safety includes *expectations* intended to improve the health and safety of staff and students.

Attitudes in School includes *expectations* intended to improve the attitudes of students and staff in school.

Behaviour in School includes *expectations* intended to improve student behaviour in school. They include the teaching of pro-social skills.

Stewardship includes *expectations* intended to improve the conservation of school resources and improving the school environment.

The activities summarized in Table 5 are expected to improve attitudes toward schools. However, the information tabulated in Table 5 shows only moderate success. Schools achieved 58% of expectations focused on

improving student and staff attendance and 64% of the expectations that would indicate a positive attitude towards the school and education.

Table 5: Expectations Directed Toward Attitudes About Schools

		Expectations Achieved			
Expectations Involving	Total	Yes	No	NR	% Yes
Attendance	69	40	29	-	58.0
Attitude Change	91	62	28	1	63.8
Column Total	160	102	57	1	63.8

Attendance includes *expectations* intended to improve student and staff attendance.

Attitude Change includes *expectations* intended to change attitudes toward the school and schooling. These involve *expectations* intended to increase enrollment from the school's catchment area; as well as *expectation* intended to increase community support for schools and public education.

Leadership

Two other expected outcomes for School-based Management weren't directly addressed through *expectations*: 1) the expectation that there will be strong instructional leadership that focuses on educational concerns; and 2) the expectation that the staff will be positive role models (Neil, 1991, p.39). Evidence of a focus on educational concerns can be seen in the *expectations* and activities aimed at improving student performance, but claiming that it is a *expectation* of strong leadership would be making an unverifiable assumption. Similarly, there were only one or two activities and *expectations* that mentioned staff behaviour. The behavioural expectation is that the staff would model collaborative learning and problem solving. While some of the activities were collaborative, the sense was that collaboration was a new approach for the staff, not internalized behaviour that the staff was modeling for students.

Efficient Use of Resources

The last two expectations are that schools will be efficient and effective (Neil, 1991, pp. 37,39,40,42) The proof that schools are efficient and effective in their budget-based allocation of resources is that the schools are successful and effective in meeting their goals.

With respect to the school generated *expectations*, the schools were successful 70.7% of the time. The success rates for *expectations* that stated a school would do something were higher than the success rates for *expectations* that required changes in attitude or levels of satisfaction. The range of success was from 49.2% related to staff satisfaction with their involvement in decision making to 88.1% related to implementing community-involvement activities.

Summary

It is apparent that the schools are specifying school-generated *expectations* that are consistent with the expected outcomes for school-based management. This finding is supported both by types of *expectations* and allocation of resources indicated by the task analyses.

Also, the schools are more successful in achieving *expectations* that describe activities, such as holding monthly assemblies, than they are in achieving *expectations* with measured outcomes, such as staff attitudes.

As mentioned under the headings, "Leadership" and "Efficient Use of Resources", the strength of leadership and efficient use of resources is usually determined by school performance.

The schools were reasonably successful achieving over 70% of school-generated *expectations*. An analysis of school success in achieving their district mandated *expectations* follows.

District Expectations

This section contains an analysis of school effectiveness in achieving district mandated *expectations*. The district *expectations* are those *expectations* that the district requires the schools to have. These are the *expectations* related to satisfaction with the schools and with the district measured by the district Attitude Survey and the *expectations* for students meeting the standard (and standard of excellence) on achievement and diploma tests. These are the external measures used to evaluate school performance. Rather than examining the ability of the individual school to reach district or provincial targets, in this study the school's ability to meet its own targets is considered.

Attitudes

Beginning with the Attitude Survey *expectations*, the data show that the schools wanted to improve, but outcomes were mixed.

The elementary school outcomes for satisfaction with the school are summarized in Table 6. In Table 7 the number of elementary schools that intended to improve, did improve, and exceeded their objective with respect to satisfaction with the school are summarized. While it appears that many of the elementary schools had trouble meeting their goals or improving on the 1993/94 outcomes, the 1993/94 satisfaction levels were all above 87%.

Table 6: Elementary Schools: Satisfaction Survey Outcomes, Percent Satisfied (average for reporting schools)

	Courses	Environment	Organization	Staff
Reporting Schools	142	142	138	142
Outcome 1994	88.5	89.1	87.7	94.0
Expectation 1995	90.1	89.8	89.3	94.1
Outcome 1995	88.6	84.1	89.8	93.3

Outcome 1994 is the average percent of respondents satisfied with school performance during the 1993/94 school year.

Expectation 1995 is the average target for respondent satisfaction with school performance for the 1994/95 school year.

Outcome 1995 is the average percent of respondents satisfied with school performance for the 1994/95 school year.

Table 7: Elementary Schools: Satisfaction Survey Outcomes, (number of schools)

	Courses	Environment	Organization	Staff
Reporting Schools	142	142	138	142
Expectation>1994	133	126	129	118
Outcome>1994	83	38	3	74
Outcome>Expectation	66	27	3	68

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expectation - 1995 outcome is higher than the *expectation*

The junior high school outcomes for satisfaction with the school are summarized in Table 8. In Table 9 the number of junior high schools that intended to improve, did improve, and exceeded their objectives with respect to satisfaction with the school are summarized. Most of the Junior High Schools had targets in excess of the 1994 outcomes. Quite clearly the schools

did better improving in areas that had lower outcomes. For instance, most of the schools improved the percent satisfaction with communication and organization, which started around 70%. The outcomes for the other categories all declined about 5%.

Table 8: Junior High Schools: Satisfaction Survey Outcomes, Percent Satisfied (average for reporting schools)

	Communication	Courses	Environment	Organization	Staff
Reporting Schools	48	49	48	49	49
Outcome 1994	67.2	80.1	74.6	71.0	80.7
Expectation 1995	73.8	82.4	78.4	75.4	83.4
Outcome 1995	78.8	75.8	70.7	77.1	72.2

Outcome 1994 is the average percent of respondents satisfied with school performance during the 1993/94 school year.

Expectation 1995 is the average target for respondent satisfaction with school performance for the 1994/95 school year.

Outcome 1995 is the average *expectation* for respondent satisfaction with school performance for the 1994/95 school year.

Table 9: Junior High Schools: Satisfaction Survey Outcomes, (number of schools)

	Communication	Courses	Environment	Organization	Staff
Reporting Schools	48	49	48	49	49
Expectation>1994	43	42	41	43	38
Outcome>1994	41	11	15	39	5
Outcome>Expectation	31	5	7	32	4

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expectation - 1995 outcome is higher than the *expectation*

The high school outcomes for satisfaction with the school are summarized in Table 10. In Table 11 the number of high schools that intended to improve, did improve, and exceeded their objective with respect to satisfaction with the school are summarized. The outcomes for the High Schools were mixed as well. Satisfaction with communications and organization increased about 5%, while the satisfaction with staff involvement declined almost 10%. The outcome for satisfaction with courses and the school environment were a little lower than the prior year's result.

Table 10: High Schools: Satisfaction Survey Outcomes, Percent Satisfied (average for reporting schools)

	Communication	Courses	Environment	Organization	Staff
Reporting Schools	13	13	13	13	13
Outcome 1994	69.5	80.2	79.9	79.3	85.5
Expectation 1995	72.6	82.0	81.7	81.8	87.7
Outcome 1995	76.5	78.0	78.6	84.0	75.6

Outcome 1994 is the average percent of respondents satisfied with school performance during the 1993/94 school year.

Expectation 1995 is the average target for respondent satisfaction with school performance for the 1994/95 school year.

Outcome 1995 is the average percent of respondents satisfied with school performance for the 1994/95 school year.

Table 11: High Schools: Satisfaction Survey Outcomes, (number of schools)

	Communication	Courses	Environment	Organization	Staff
Reporting Schools	13	13	13	13	13
Expectation>1994	12	12	12	12	12
Outcome>1994	11	4	5	11	1
Outcome>Expectation	8	2	3	9	0

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expectation - 1995 outcome is higher than the *expectation*

Goal Setting Strategies

District Satisfaction Expectations

Table 12 shows the ratios between the 1994 outcomes (1994), the 94/95 expectations (Expectation) and the 94/95 outcomes (Outcome), for the mandated District Satisfaction Survey expectations. The ratios displayed indicate whether or not the schools expected outcomes that were substantially different from the prior year. In part to filter out minor changes, the ratios were rounded to one decimal place which implies that the differences have to be greater than 5% to indicate change.

Table 12 reveals that the schools didn't set aggressive targets (indicators of success) for improving levels of satisfaction. Only the junior high schools had targets over 5% higher than the prior year and then only for satisfaction with communications and school organization. The junior highs met or exceeded these targets. However, they failed to exceed the prior year's outcome for the other categories. Indeed, for three of the categories the

junior high targets were below the prior years outcome. On the other hand, the elementary and high schools expectations were unchanged from the prior year.

Table 12: District Satisfaction Outcomes, Ratio of Percent Satisfied (average for schools)

	Comm	Course	Environ	Organize	Staff
Elementary					
Expectation/1994	-	1.0	1.0	1.0	1.0
Outcome/1994	-	1.0	0.9	1.0	1.0
Outcome/Expectation	-	1.0	1.0	1.0	1.0
Junior High					
Expectation/1994	1.1	1.0	1.0	1.1	1.0
Outcome/1994	1.2	0.9	0.9	1.1	0.9
Outcome/Expectation	1.1	0.9	0.9	1.0	0.9
High					
Expectation/1994	1.0	1.0	1.0	1.0	1.0
Outcome/1994	1.1	1.0	1.0	1.1	0.9
Outcome/Expectation	1.1	1.0	1.0	1.0	0.9

Expectation/1994 is the target divided by the 1994 outcome.

Outcome/1994 is the 1995 outcome divided by the 1994 outcome.

Outcome/Expectation is the outcome divided by the 1995 target.

Achievement

Like the Attitude Survey outcomes, the Achievement test outcomes were mixed. The grade three outcomes for student achievement are summarized in Table 13. In Table 14 the number of elementary schools that intended to improve, did improve, and exceeded their objective with respect student achievement are summarized. The elementary school students did

quite well in science and social studies. They exceeded the school targets and the provincial expectations and almost half the students achieved excellence. However, the percentage meeting the provincial standard slightly lower than in the previous year. Although the percentage of students meeting the standard for mathematics was slightly better, the percentage achieving excellence was down 7%. The weak subject was language arts. The outcomes were well below the targets for the percentage of students achieving excellence or the provincial standard.

Table 13: Grade 3 Achievement Test Outcomes, Percentage of Students Meeting the Standard (average for reporting schools)

	Language Arts	Math	Science	Social Studies
Achieving Excellence				
Reporting Schools	151	151	152	152
Outcome 1994	-	22.2	-	-
Expectation 1995	21.5	29.0	29.4	32.3
Outcome 1995	10.9	15.8	46.9	48.7
Achieving Standard				
Reporting Schools	151	151	152	152
Outcome 1994	-	83.9	92.1	90.1
Expectation 1995	82.8	83.9	85.3	84.8
Outcome 1995	74.4	84.9	91.1	88.3

Outcome 1994 is the average percent of students meeting the provincial standard in the 1993/94 school year.

Expectation 1995 is the average target for the percent of students meeting the provincial standard in the 1994/95 school year.

Outcome 1995 is the average percent of students meeting the provincial standard in the 1994/95 school year.

Table 14: Grade 3 Achievement Test Outcomes, Number of Schools With

	Language Arts	Math	Science	Social Studies
Excellence Expectations	151	151	152	152
Expectation>1994	-	65	-	-
Outcome>1994	-	38	-	-
Outcome>Expectation	18	22	81	75
Standard Expectations	151	151	152	152
Expectation>1994	-	73	30	38
Outcome>1994	-	75	73	75
Outcome>Expectation	47	93	119	102

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expectation - 1995 outcome is higher than the *expectation*

To examine whether or not language arts outcomes were a consequence of resource allocation, the budgets for the 30 schools used for the task analysis were examined . All 30 schools identified specific actions to improve language arts, and science and/or math. So, the schools' effort to improve language arts outcomes didn't result in improved performance for language arts. Nonetheless, improved reading comprehension and writing skills may explain the improved social studies and science outcomes. Two explanations for the language arts results were reported as: a) inexperience in setting targets for language arts and b) math tests were Provincial, while the science and social studies test were District and hence aligned with the curriculum taught in district schools (D. Armstrong, Director of Planning and Monitoring: Edmonton Public Schools, personal conversation, May 7, 1997).

Also, some of the schools cited large percentages of special needs students, when explaining the language arts results.

The grade six outcomes for student achievement are summarized in Table 15. In Table 16 the number of elementary schools that intended to improve, did improve, and exceeded their objective with respect student achievement are summarized.

Table 15: Grade 6 Achievement Test Outcomes, Percentage of Students Meeting the Standard (average for reporting schools)

	Language Arts	Math	Science	Social Studies
Excellence				
Reporting Schools #	149	151	151	151
Outcome 1994	-	-	15.8	-
Expectation 1995	20.7	23.6	24.7	23.9
Outcome 1995	10.0	18.2	15.6	13.5
Standard				
Reporting Schools #	149	151	151	151
Outcome 1994	-	-	80.9	-
Expectation 1995	82.2	77.5	80.4	79.8
Outcome 1995	75.3	78.7	77.0	82.6

Outcome 1994 is the average percent of students meeting the provincial standard in the 1993/94 school year.

Expectation 1995 is the average target for the percent of students meeting the provincial standard in the 1994/95 school year.

Outcome 1995 is the average percent of students meeting the provincial standard in the 1994/95 school year.

Table 16: Grade 6 Achievement Test Outcomes, Number of Schools With

	Language Arts	Math	Science	Social Studies
Excellence Expectations	149	151	151	151
Expectation>1994	-	-	74	-
Outcome>1994	-	-	76	-
Outcome>Expectation	17	34	27	22
Standard Expectations	149	151	151	151
Expectation>1994	-	-	82	-
Outcome>1994	-	-	61	-
Outcome>Expectation	52	92	74	67

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expectation - 1995 outcome is higher than the *expectation*

The results for the grade 6 students were generally weaker than the results for the grade 3 students. The schools didn't come near their targets for the percent of students achieving excellence. The targets for the percent of students meeting the standard were slightly exceeded for mathematics and social studies. Language arts results were about 7 percent below the target and the science results were below both the prior year's outcomes and the target. As with the year 3 language arts results, the pattern occurred within the schools and schools that did quite well with the year 3 students, didn't do as well with the year 6 students.

The grade nine outcomes for student achievement are summarized in Table 17. In Table 18 the numbers of junior high schools that intended to improve, did improve, and exceeded their objective with respect to student achievement are identified. The Junior High Schools modestly exceeded their targets for the percentage of students meeting the standard in mathematics and social studies. They exceeded their targets for student

meeting the standard in science. Their outcomes for language arts were slightly below the prior year's outcomes. However, the schools' outcomes were well below the targets for students achieving excellence in language arts and social studies.

Table 17: Grade 9 Achievement Test Outcomes, Percentage of Students Meeting the Standard (average for reporting schools)

	Language Arts	Math	Science	Social Studies
Excellence				
Reporting Schools	32	31	31	31
Outcome 1994	10.0	-	-	-
Expectation 1995	15.0	13.4	16.9	18.8
Outcome 1995	9.5	15.0	16.7	11.6
Standard				
Reporting Schools	48	48	48	48
Outcome 1994	76.7	-	-	-
Expectation 1995	75.2	61.2	62.7	66.9
Outcome 1995	75.2	61.7	70.8	68.9

Outcome 1994 is the average percent of students meeting the provincial standard in the 1993/94 school year.

Expectation 1995 is the average target for the percent of students meeting the provincial standard in the 1994/95 school year.

Outcome 1995 is the average percent of students meeting the provincial standard in the 1994/95 school year.

Table 18: Grade 9 Achievement Test Outcomes, Number of Schools With

	Language Arts	Math	Science	Social Studies
Excellence Expectations	32	31	31	31
Expectation>1994	27	-	-	-
Outcome>1994	16	-	-	-
Outcome>Expectation	5	18	17	5
Standard Expectations	48	48	48	48
Expectation>1994	24	-	-	-
Outcome>1994	25	-	-	-
Outcome>Expectation	26	26	34	31

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expectation - 1995 outcome is higher than the *expectation*

The diploma outcomes for student achievement are summarized in Table 19. In Table 20 the number of high schools that intended to improve, did improve, and exceeded their objective with respect student achievement are summarized. The percentage of High School students who met the standard on diploma exams was moderately higher than the prior year and the targets, with the exception of Mathematics 30 were exceeded. Also, for most subjects over half of the schools met their targets, which were generally higher than the prior year's outcomes. The outcomes for the percentage of students achieving excellence were not as strong. The targets for the percentage of students achieving the standard of excellence were higher than the prior years outcomes, but except for Physics 30 less than half of the schools expected to do better and these targets were not met. Indeed, the prior year's outcome was only exceeded for English 30 and Mathematics 30.

Table 19: Diploma Examination Outcomes, Percentage of Students Meeting the Standard (average for reporting schools)

	Biology 30	English 30	English 33	Math 30	Physics 30	Social 30
Excellence						
Schools	13	13	12	13	13	13
Outcome 1994	25.7	12.8	2.9	16.4	26.0	17.3
Expectation 1995	26.0	14.4	2.9	20.1	29.2	18.8
Outcome 1995	21.7	13.4	1.8	16.8	23.8	15.4
Standard						
Schools	13	13	12	13	13	13
Outcome 1994	73.9	76.3	65.4	68.8	72.4	73.0
Expectation 1995	75.4	77.4	70.0	70.3	73.8	73.4
Outcome 1995	77.8	78.5	73.2	69.3	79.0	75.8

Outcome 1994 is the average percent of students meeting the provincial standard in the 1993/94 school year.

Expectation 1995 is the average target for the percent of students meeting the provincial standard in the 1994/95 school year.

Outcome 1995 is the average the percent of students meeting the provincial standard in the 1994/95 school year.

Table 20: Diploma Examination Outcomes, Number of Schools

	Biology 30	English 30	English 33	Math 30	Physics 30	Social 30
Schools with						
Excellence (N)	13	13	12	13	13	13
Expectation>1994		5	6	5	9	6
Outcome>1994	4	9	1	7	4	6
Outcome>Expec	4	6	1	4	3	4
Standard (N)	13	13	12	13	13	13
Expectation>1994	9	11	10	11	8	10
Outcome>1994	9	10	9	7	9	8
Outcome>Expec	8	7	5	6	9	8

Expectation>1994 - *expectation* is higher than the 1994 outcome

Outcome>1994 - 1995 outcome is higher than 1994's

Outcome>Expec - 1995 outcome is higher than the *expectation*

Goal Setting Strategies

Tables 21 and 22 show the ratios between the 1994 outcomes (1994), the 1995 *expectations* (Expectation), and the 1995 outcomes (Outcome), for the mandated District Student Achievement *expectations*. The ratios displayed indicate whether or not the schools expected outcomes that were substantially different from the prior year. In part to filter out minor changes, the ratios were rounded to one decimal place which implies that the differences have to be greater than 5% to indicate change. For example, in 1994 the year 3 outcome for students achieving excellence in mathematics was 22.2%. Because the numbers are rounded to one decimal place, no change would be reported for results between 21.1% and 23.3%. Table 21 summarizes the information for grades three, six, and nine achievement tests. Table 22 summarizes the information for the high school diploma exams.

Table 21: Goal Setting Strategies K-9 - Achievement

	Grade 3 Math	Grade 3 Science	Grade 6 Science	Grade 9 Language Arts
Excellence				
Expectation/1994	1.6	-	2.5	1.8
Outcome/1994	0.9	-	1.3	0.9
Outcome /Expec	0.7	-	0.9	0.5
Standard				
Expectation/1994	1.0	0.9	1.0	1.0
Outcome/1994	1.0	1.0	1.0	1.0
Outcome/Expec	1.0	1.1	1.0	1.0

Expectation/1994 - the 1994/95 target divided by the 1993/94 outcome

Outcome/1994 - the 1994/95 outcome divided by the 1993/94 outcome

Outcome/Expec - the 1994/95 outcome divided by the 1994/95 target

The table shows the ratios between the 1994 outcomes, the 94/95 *expectations*, and the 94/95 outcomes, for the School Achievement test.

The schools teaching grade three, six, and nine students appear to have been aggressive when setting targets for students achieving excellence and conservative when setting the targets for students meeting the standard. They also failed to meet their targets for students achieving excellence, but generally were able to meet their targets for students meeting the standard. Although the target for students achieving excellence in grade 6 science wasn't met, there was approximately a 30% increase in the percentage of grade 6 science students achieving excellence.

Table 22: High School Goal Setting Strategies - Achievement

Diploma	Math 30	Biology 30	English 30	English 33	Physics 30	Social 30
Excellence						
Expec/1994	2.6	1.0	1.0	1.1	1.0	1.0
Outcome/1994	1.9	0.9	1.2	0.6	1.0	1.1
Outcome/Expec	0.9	0.9	1.1	0.6	1.0	0.9
Standard						
Expec/1994	1.0	1.0	1.0	1.1	1.0	1.0
Outcome/1994	1.0	1.1	1.0	1.2	1.1	1.1
Outcome/Expec	1.0	1.0	1.0	1.1	1.1	1.1

Expec/1994 - the 1994/95 target divided by the 1993/94 outcome

Outcome/1994 - the 1994/95 results divided by the 1993/94 outcomes

Outcome/Expec - the 1994/95 *expectation* divided by the 1994/95 outcome

The table shows the ratios between the 1994 outcomes, the 94/95 *Expectations*, and the 94/95 Outcomes, for the School Achievement test.

With the exception of the excellence target for Math 30, the high schools set conservative targets for students achieving excellence and for students meeting the standard. For students achieving excellence, the outcomes were mixed. There was measurable improvement for English 30, Social Studies 30, and especially for Math 30. However, there were measurable declines for Biology 30 and English 33. In comparison the outcomes for students meeting the standard were consistently positive. All but Math 30 and English 30 showed measurable improvement.

Summary

The schools' successes in achieving their district mandated *expectations* were mixed. Most of the outcomes with respect to attitudes were within 5% of the prior year's outcomes. One of the difficulties faced in the effort to improve attitude survey results may have been the high levels of satisfaction attained in the preceding year. The schools were generally successful in improving their weakest areas. With respect to achievement, most of the results for the percentage of students meeting the standard were within 5% of the preceding year's outcomes. The schools exhibited more difficulty achieving their targets for the percentage of students reaching excellence. The targets were ambitious and the results frequently below those for the prior year.

One instance of failure to achieve the target or equal the prior year's outcomes was investigated using the information available from the task analysis. Year 3 language arts outcomes were well below expectations even though all of the elementary schools in the sample identified tasks to improve the language arts performance.

Approaches to Achieving School Expectations

The expectation for local control and the ability of each school to craft unique approaches to achieving its *expectations* is addressed in this section using information generated by the task analysis.

The information derived from an analysis of the tasks proposed by the 30 sample schools was used to determine if schools were using a variety of approaches to achieving their *expectations*. The tasks were assumed to be proxies for resource allocation: different types of tasks indicating different

allocations of resources. This was an appropriate approach for the schools since the bulk of the schools' resources were staff time and most of the tasks involved allocating that time.

Eliminating duplication and combining reciprocal activities, such as students performing a service in the community and community members coming into a school to work with students, under one classification reduced the number of tasks. Ultimately, 114 task classifications under four meta-categories were identified. As part of the analysis the classifications were grouped into categories such as program delivery, communication, and broad community involvement. For example, classifications, such *as aligning the curriculum taught to the provincial curriculum* and *implementing school wide-themes*, placed in the *student achievement* meta-category were collected in the group category *program delivery*. Grouping the classifications showed that the schools had the same basic task. Over two-thirds of the schools had activities under most of the 18 group-categories. Those schools that didn't identify tasks that would be included in a group category needed to be performing those tasks; all of the schools engaged in program delivery whether or not they used that type of task to improve student achievement.

However, as the number of classifications indicate, there was variety in the type of tasks that schools undertook to achieve their *expectations*.. For example 29 schools indicated they were going to improve program delivery. All of them identified multiple approaches. Approximately two-thirds of the schools were working with assessment, meeting student needs, and providing curriculum resources. About a third picked: a) curriculum alignment, b) instructional strategies, c) school wide themes, d) core related extra-curricula activities, e) communicating expectations for learning, f) tutoring, and g) parent-teacher-student goal setting as ways to improve. In addition some schools used strategies such as practice tests, more homework, and collaborative approaches to delivering the curriculum. Generally

speaking fewer than two-thirds of the schools used any one approach and for most of the classifications fewer than one-third of the schools were represented. When classifications were combined into 18 groups, six groups were identified by most schools, seven were identified by at least two-thirds of the schools and two groups were identified by about one-third of the schools.

Improving Student Achievement

The tasks the schools identified for improving student achievement fit into four group categories: a) *program delivery*, b) *professional development*, c) *student skills*, and d) *school* tasks.

Tasks Affecting Program Delivery

The types of tasks the schools proposed to improve program delivery are summarized in Table 23. Over two-thirds of the schools identified tasks related to assessment strategies (#13) as a way to improve student performance. A few schools looked at different forms of assessment, such as student performances or portfolios. Also, some schools intended to start measuring learning growth. However, the majority of the schools planned to implement school wide assessment standards and approaches. Further the school-wide standards were generally based on Provincial curriculum expectations. When this is combined with the schools' commitment to curriculum alignment (#2) and continuity of instruction (#1), clearly the schools intended to adhere closely to the Provincial curriculum as tested and to use consistent standards for assessment of student learning. This is re-enforced by the finding that half of the schools directed professional development efforts toward increasing teacher knowledge of the provincial curriculum. Even when a classification suggested flexibility such as "meeting individual student needs (#4)" and "goal setting (#15)", many of the tasks were related to setting goals for individual students based on the Provincial

curriculum. Also, the Provincial curriculum: a) formed the basis of expectations communicated to parents and students (#11), b) centered school wide instructional themes (#5), and c) was carried into extra-curricular activities (#10); each of these classifications was mentioned by a third of the schools. In addition, more than half of the schools planned to upgrade curriculum resources (#7). Finally, a quarter of the schools were going to administer practice exams (#8), indicating that the motivation for the adherence to the Provincial curriculum was to improve the outcomes on achievement tests.

Table 23: Tasks Affecting Program Delivery

Type of Task	Schools (N)
1. Continuity of Instruction	18
2. Curriculum Alignment - School to Province	9
3. Improving instructional strategies	12
4. Meeting individual student needs	17
5. Using school wide curriculum themes	9
6. Collaboration on curriculum and program	3
7. Upgrading curricular resources	17
8. Practice exams	7
9. Increasing the amount of homework	7
10. Core related extra-curricular activities	10
11. Communicate curriculum/performance expectations	9
12. Involve parents/community/students in delivery	5
13. Improve assessment strategies	23
14. Tutoring (e.g. paired reading)	15
15. Goal setting - student/parent/teacher	9
Schools improving program delivery	29

Some of the tasks undertaken to improve program delivery were more general. Just over two-thirds of the schools were going to improve instructional strategies (#3) or direct professional development toward program delivery. Another strategy was tutoring (#14), often in the form of paired reading, chosen by half of the schools. Five schools were going to

involve parents, students, and/or community members in program delivery (#12). More conventionally, seven schools planned to increase the amount of homework (#9).

Tasks Involving Professional Development

The types of professional development the schools proposed to improve student achievement are summarized in Table 24. The bulk of these professional development activities were designed to support program delivery, which would be expected to increase short term student achievement. However, program delivery (#2) and assessment skills (#3) provide a long term benefit to both the teacher and the students. It is interesting that some schools identified professional development activities for parents (#6). Most of the schools that did this planned to involve the parents directly in program delivery.

Table 24: Tasks Involving Professional Development

Type of Task	Schools (N)
1. Knowing the Provincial curriculum	15
2. Program delivery skill	15
3. Assessment skills	6
4. Personal growth	4
5. Formative evaluation - teacher/principal	2
6. Activities for Parents	6
Schools using professional development	22

Tasks Improving Student Skills

The ways schools chose to improve student skills are summarized in Table 25. These skills are of long term benefit to the students. While they will affect student achievement in the short run, they aren't directly related to

acquiring knowledge of the curriculum. These are the core skills needed by a good student to become a productive member of society. Study and organization (#5), attendance (#6), and testing (#4), are the housekeeping skills. A student needs to know what to do, when to do it, and how to balance conflicting demands. Of course, students need to attend (physically and mentally), if learning is to take place. Tasks classified under attendance included increasing time on task as well as encouraging the physical presence of the students. The analysis skills (#1) (critical thinking and problem solving) are part of the curriculum for most subjects. However, some schools wanted the students to specifically recognize and develop analytic skills. The schools expected that the students would apply the analytic skills to all subjects and expand their use to non-academic situations, the most notable being conflict resolution, goal setting (#3), and pro-social (interpersonal) skills (#2). Also, a third of the schools identified teaching pro-social skills and conflict resolution as tasks to improve the health and safety of students and staff.

Table 25: Tasks Directed to Improving Student Skills

Type of skill	Schools (N)
1. Analysis - thinking/problems solving	9
2. Pro-social (e.g. conflict resolution)	5
3. Goal setting	13
4. Testing	2
5. Study and organization	7
6. Attendance	10
Schools improving student skills	23

Tasks to Improve Achievement

The type of tasks schools proposed to improve student achievement are summarized in Table 26. Over a third of the schools felt that the way the

school was organized had an impact on learning (#2). Also, over a third of the schools thought that recognizing student achievement would lead to improvements in student achievement (#1). A few schools identified following up on suggestions to improve achievement (#3) would encourage participation and one school indicated that providing a safe environment for learning (#4) would improve achievement.

Table 26: School Tasks Related to Improving Student Achievement

Type of Task	Schools (N)
1. Recognition of student achievement	13
2. Changing the school organization	13
3. Follow-up/feedback on suggestions	4
4. Health/safety/behaviour	1
Schools changing operations to improve	23

Improving Home School and Community Relations

The tasks schools identified for improving home, school, and community relations were collected into four group-categories. These were school tasks directed to:

a) *involving parents, volunteers, and community members in the school,*

b) *involving students in the school,*

c) *improving home, school, and community relations,* and

d) *communications.*

Tasks Directed to Involving Parents, Volunteers, and Community Members in the School

The types of tasks schools proposed to involve parents and others in the school are displayed in Table 27. This group-category can be broken down

into classroom, volunteer, and decision making related tasks. The tasks show that parents and others are being used in the classroom for assisting in program delivery (#1) as well as the expected material preparation (#2) tasks. The volunteer tasks reflect the time, effort, and organization required to use volunteers effectively. Schools are dealing with this problem by attempting to have volunteers organize (#3) and recruit volunteers (#4). Notably, the number of schools that are working to increase the involvement of parents and others in the decision making process is quite low (#9, 10, 11).

It is apparent that the schools are identifying a variety of approaches to involve people in the school. While 28 schools identified related tasks, the number of schools represented in any one category ranged from one for recruiting students to 15 for recruiting volunteers.

Table 27: Involvement of Parents and Others

Type of Task	Schools (N)
Classroom	
1. Program delivery	14
2. Support services	11
Volunteers	
3. Organizing and managing volunteers	11
4. Recruiting volunteers	15
5. Inservice/training for volunteers	9
6. Recruiting students	1
7. Providing information about the school	5
8. School-business partnerships	8
Schools using volunteers	28
Decision Making	
9. Planning	2
10. Inservice about school decision making	1
11. Developing expectations for the school/students	5
Schools using involvement	28

Tasks Directed Toward Involving Students in the School

The type of tasks schools proposed to involve students in the school are summarized in Table 28. Many schools viewed students ambassadors for the school (#1,2,3). As well, providing students with an opportunity to serve, the activities build their confidence and self-esteem. Some school were going beyond this and were involving students in program delivery in the classroom (e.g. paired reading and peer tutoring) (#4).

Table 28: Tasks Involving Students in the School

Type of Task	Schools (N)
1. Community and school service	14
2. School and community performances	4
3. Displays of student work	4
4. Program Delivery (e.g. peer tutoring)	3
Schools involving students	21

Again, a variety of approaches were indicated. Although 21 schools identified tasks involving students, only two-thirds were recommending similar types of activities (#1).

Tasks Directed Toward Improving Home, School, Community Relations

The tasks, displayed in Table 29 illustrate some common themes. The need to adapt the organization of the school to allow involvement is apparent (#3). Also, there is a cost associated with involvement; there is a need to recognize contributions (#6) and to devote resources to maintaining relationships (#7). Again, the use of volunteers to aid program delivery is highlighted (#4). Emphasis on accountability and the school expectations of parents and students has lead many schools to establish performance standards for the school (#5).

Table 29: Tasks Directed to Improving Relationships

Type of Task	Schools (N)
1. Needs assessment for the school	5
2. Develop strategies of involvement	5
3. Adapt school organization to support involvement	18
4. Involve volunteers in program delivery	11
5. Implement performance standards	17
6. Recognize contributions to the school	12
7. Allocate resources to relationships	9
Schools improving relationships	28

Even though 28 schools reported tasks related to *improving relationships*, the schools used different approaches. Only the tasks in categories related to school organization (#3) and implementing performance standards (#5) were identified by more than half of the schools.

Tasks Directed Toward Communications

The group-category, "School Tasks Directed Toward Communications", had two major sub-components, the form of communication and the content of the communication. The type of tasks proposed are displayed in Table 30. Clearly, schools thought communication was important. The schools want the parents, students, and community to understand what the school was doing and could be expected to do. Most schools use a variety of techniques to communicate with their communities. These range from the traditional newsletter (#1) to arranging media coverage of school events (#2). There was also a time commitment on the part of the principal and staff inherent in networking and direct contact with parents (#3-8). The content of the communication was what the schools expected from parents and students and what the school committed to doing (#10-14). Reflecting the emphasis on accountability and evaluation, many schools identified facilitating feedback as a task (#16).

There was consistency in the approaches taken by the schools to improve communications. However, this was a function of the large number of tasks indicated. All of the schools identified many types of tasks, particularly under the *form* of communication. Even under this group-category, where there was evidence of consistent approaches being adopted, there were differences in the content of communication grouping. For instance, two-thirds of the schools provided curriculum expectations (#10); one-half of the schools communicated the school's obligations to the parents and students (#13); but, only 4 of the 30 schools addressed parental obligations toward the school (#12).

Table 30: School Tasks Directed Toward Communications

Type of Task	Schools (N)
Form of Communication	
1. Written (e.g. newsletters)	29
2. Media coverage of school/student events	13
3. Awareness events (e.g. open house)	20
4. Parent Group Meetings	17
5. Networking staff/parents with community	16
6. Student/parent/teacher conferences	14
7. Teacher contact with parents	19
8. Direct invitations to participate in the school	18
9. Archiving school materials (e.g. policies)	12
Schools using communication	30
Content of Communication	
Expectations for Performance Regarding	
10. Curriculum	21
11. Behaviour of students, staff, parents	8
12. Parents obligations	4
13. School obligations	16
14. Schools communicating expectations	24
15. Program delivery	2
16. Feedback (e.g. action taken on suggestions)	11

Improving the Health and Safety of Students and Staff

Improving the Health and Safety of Students and Staff encompasses four group-categories, school tasks directed toward: a) *maintaining the health of staff and students,* b) *staff and students safety,* c)*behaviour,* and d) *school tasks to improve health and safety.*

Tasks Directed Toward Maintaining the Health of Staff and Students

The types of tasks schools proposed to maintain the health of staff and students are summarized in Table 31. Two-thirds of the schools proposed tasks to maintain the health of staff and students. Most identified various activities (#1), but six identified education (#2)(about health and safety) as an approach. It is interesting that seven of the schools felt the need to promote good mental health and to reduce stress for parents, students and staff (#3).

Table 31: Tasks Directed to Maintaining Health

Type of Task	Schools (N)
1. Activities	15
2. Education	6
3. Support for parents, staff, students	7
4. Professional development	3
Schools improving the health of staff and students	21

Tasks Directed Toward Safety

The types of tasks schools proposed to improve *staff and student safety* are displayed in Table 32. Just over half of the schools identified tasks related to *improving safety.* Different approaches were evident with education in the form of professional development (#2), The supervision and enforcement (#3) and communication (#4) identified most often. The supervision and enforcement classification included tasks such as

supervising staff and students and enforcing compliance with safety regulations and behavioural codes.

Table 32: Tasks Directed Toward Safety

Type of Task	Schools (N)
1. Activities	2
2. Professional development	7
3. Supervision and enforcement	6
4. Communication/education	6
5. Staff performance appraisal	1
Schools improving safety	16

Tasks Directed Toward Behaviour

The types of tasks schools proposed to improve behaviour in the school are summarized in Table 33. Two-thirds of the schools identified behaviour as an area for improvement. As indicated in the safety related tasks, student behaviour is seen to be an important part of creating a safe environment for learning. Schools proposed a variety of approaches. The most common was teaching the students skills such as conflict resolution and avoidance (#3) so they could be responsible for their own behaviour. Building on this was the use of students to resolve peer conflicts (#2). There was acknowledgment that having a behaviour plan wasn't sufficient and that those plans needed to be implemented (#1) and communicated (#4). In addition to professional development (#5) concerning student behaviour, some schools worked to identify role models for the students (#7).

Tasks Undertaken to Improve Health and Safety

The tasks listed in Table 34 were the institutional tasks undertaken to improve health and safety. A third of the schools recognized that how they were organized affected their outcomes (#1). This shows that schools were

examining the impediments to improved performance in depth. No classification dominated this group, although many of the classifications were related to interpersonal relations such as recognizing achievement (#5), implementing service standards (#7), and providing feedback (#8). Also, it was recognized that material goods (#2) and a supportive physical environment (#3) are important in maintaining health and safety.

Table 33: School Tasks Directed Toward Behaviour

Type of Task	Schools (N)
1. Implement a behavioural plan	8
2. Peer conflict resolution	9
3. Teach conflict avoidance and resolution	10
4. Communicate behavioural expectations	8
5. Professional development	6
6. Involve students in the school	4
7. Provide role models for students	2
Schools improving behaviour	21

Table 34: Operational Tasks Directed Toward Improving Health and Safety

Type of Task	Schools (N)
1. Adapt school organization	10
2. Provide resources	6
3. Improve the school environment	7
4. Perform a needs assessment	2
5. Recognize achievement and contributions	8
6. Program delivery	2
7. Implement service standards	4
8. Provide feedback	5
Schools making operational changes to improve	25

Improving Staff Involvement in Decision Making

The tasks identified to improve staff involvement in decision making fell into three group-categories. These were school tasks directed toward: a) *increasing staff involvement in decision making*, b) *supporting staff involvement*, and c) *improving staff communication*.

Tasks Directed Toward Increasing Staff Involvement in Decision Making

The types of tasks schools proposed to increase *staff involvement in decision making* are summarized in Table 35. Increasing staff involvement in decision making was a district priority. Therefore it is not surprising that most schools had proposed tasks in this area. Many of the tasks were included under the *supporting staff involvement* group in addition to this group. These tasks involved restructuring school committees (#4) and staff meetings (#5) to allow greater staff control and responsibility. Interestingly, almost a third of the schools identified *involvement of staff in decision making* as an area of professional growth (inservice/formative evaluation)(#1).

Table 35: Staff Involvement in Decision Making

Type of Involvement	Schools (N)
1. Inservice/formative evaluation	9
2. Budget process	9
3. School decisions	13
4. School committees	16
5. Staff meetings	16
6. Activities	2
Schools increasing staff involvement in decisions	28

Tasks Directed Toward Supporting Staff Involvement

The types of tasks schools proposed to *support staff involvement in decision making* are summarized in Table 36.

Table 36: Supporting Staff Involvement

Type of Task	Schools (N)
1. Co-ordinate resource sharing	3
2. Adapt school organization	12
3. Implement democratic processes	1
4. Recognize staff involvement	2
5. Follow up on suggestions	3
6. Program delivery	1
Schools supporting staff involvement	15

Only half of the schools felt a need to improve support for staff involvement in decision making. As noted above most of those schools proposed to adjust the organization of the school to facilitate staff involvement (#2).

Tasks Directed Toward Improving Staff Communication

The types of tasks schools proposed to improve staff communication are summarized in Table 37.

Table 37: Improving Staff Communication

Type of Communication	Schools (N)
1. Written	10
2. Informal	5
3. With District	4
4. Feedback	10
Schools using communication to involve staff	20

Two-thirds of the schools identified improving communication with staff as a means of improving staff involvement. A third of the schools felt providing the staff with feedback (#4) concerning their suggestions and the outcome of their participation would make the staff more willing to be involved. Much of this would be in the form of written communication (#1), but the written communication would also include formalizing staff assignments and administrative commitments.

Summary

The information derived from the task analysis shows first that the schools were allocating resources to achieve their budgeted *expectations*. Out of the 114 classifications, there were 32 task classifications directed toward improving *student achievement*. The primary objectives of these tasks were to ensure that the school was presenting the provincial curriculum to the students and assessing student performance in a manner consistent with provincial expectations. Concurrently, students were taught personal skills to improve their learning and to demonstrate that learning. Also, there were 17 classifications of tasks to *involve staff* and another 16 classifications of tasks to *involve parents, students, and others* in the school. Some of these tasks, such a involving parents and students in program delivery and supporting activities were a direct aid to teachers. Most of the other tasks were designed to involve the community in the school and inform the community about the school. As well, 34 classifications of tasks were designed to improve the school environment. These tasks, that were found in all of the meta-categories addressed: school organization, the attitudes of staff and students, and the support (material and emotional) available in school. In addition, the 13 classifications of communications tasks supported all of the *expectations*; that is communication among members of the school community was seen as a necessary task to meet the expectations.

Second, particularly with tasks directed toward improving student achievement which document the shifting of school efforts towards meeting district objectives, the dynamic tension between school-generated *expectations* and district *expectations* is illustrated. Finally, the variety of classifications and underlying tasks shows that, even though many schools used similar types of tasks, the schools were able to use a unique combination of approaches to achieve their *expectations*.

CHAPTER 5: DISCUSSION, RECOMMENDATIONS, IMPLICATIONS

In this chapter the findings related to the general research problem, *"Do individual schools governed by an administrative control model of school-based management achieve the outcomes expected for school-based management?"* and the sub-problems, "How do the goals set by Edmonton Public schools compare to the outcomes predicted by the literature?" "Were schools successful in achieving the desired *expectations* for all categories of goals?" and "Did the schools improve?" are presented under the heading, "School *Expectations* and the Outcomes Predicted for School-based Management." Then, findings related to the fourth sub-problem: "Did the tasks the individual schools reported demonstrate an ability to act independently?" are discussed in the section, "Approach to Achieving School Expectations." Recommendations that flow from the study are presented in the section entitled, "Recommendations." Following the recommendations of the study, implications of using student achievement tests as proxies for school effectiveness are discussed under the heading, "Considerations for Policy Makers." Finally, the conclusions and suggestions for further study are made in the section, "Conclusions and Suggestions for Research."

School *Expectations* and the Outcomes Predicted for School-Based Management

This section addresses the general research problem, *"Do individual schools governed by an administrative control model of school-based management achieve the outcomes expected for school-based management?"* and the first sub-problem, "How do the goals set by Edmonton public schools compare to the outcomes predicted for school-based management by the

literature? That is, are the School Activities directed to achieving the outcomes predicted for school-based management?"

From the literature review, the dominant expectations, at the school level, for SBM appear to be:

a) involvement of staff in decisions about programs and organization;
b) involvement of parents and others in the community, in the school;
c) efficient and effective allocation of resources, based on a school budget;
d) strong instructional leadership and a focus on educational concerns;
e) an environment supportive of professional growth and collaboration;
f) long term academic improvement;
g) positive attitudes toward, and support for the school demonstrated by staff, students, parents, and the community;
h) positive behaviour, modeled by the staff; and
i) school success and effectiveness in meeting educational goals (Caldwell, 1990; Herman & Herman, 1993; Murphy & Beck, 1995; Neal, 1991; Reeves, 1992).

Involvement of Parents, Staff, and Community

The outcomes addressed in this section are "involvement of parents and others in the community, in the school" (b, p. 104) and "involvement of staff in decisions about programs and organization." (a, p. 104) The schools are certainly trying to increase parental and community involvement, but this is 15 years after school-based management was implemented. In Edmonton, school-based management has evolved from what was primarily a technique for allocating resources in an equitable manner (per student), to a

process that enables local control of decision making. From the beginning, there has been an expectation for staff involvement in the decision-making process and more recently the expectation is that parents and community members be involved. It would be tempting to assume that schools didn't identify activities to involve parents in decision-making activities because they were already extensively involved, but my experience in the district suggests that 3 of the 30 schools accurately identified the ratio of schools actively promoting parental involvement in decision making. Further, external expectations for parental involvement from the School Board and the impact of funding cuts are partially responsible for the parental involvement that exists. Volunteers are performing many of the tasks that were performed by support staff. Examples of this are parents being expected to act as aides in Kindergarten classes, parents preparing lesson materials, and students answering school telephones at lunch time.

Professional Growth

The expectations addressed in this section are "positive behaviour (this includes lifelong learning and a professional approach to teaching) modeled by the staff" (h, p. 104) and "strong instructional leadership and a focus on educational concerns." (d, p. 104) Relatively speaking, there weren't a lot of *expectations* tied to professional development. However, 24 of 30 schools identified professional development activities for staff, in addition to collaborative efforts aimed at curriculum alignment and continuity. This suggests a commitment to professional development. Although not an explicit expectation of School-based Management, six of the 30 schools identified educational activities for parents. This is a recognition of the need for all parties involved in the schools to be properly trained.

Long Term Academic Growth

The expectation that schools work toward "long term academic improvement" (f, p. 104) is discussed in this section. Just under 20% of the *expectations* are directed to student achievement. Perhaps because of the external demands for students to do well on student achievement tests, much effort was put into activities to improve short term outcomes. These included: a) ensuring continuity of programming, b) aligning the curriculum taught with the provincial curriculum, c) improving instructional strategies, and d) working with student assessment. There are some long term effects from these efforts, but the activities directed to improving student skills, such as critical thinking that can be used throughout the student's life, have a larger impact on long term academic achievement.

Community Support for Schools

In this section, the expectation for "positive attitudes toward, and support for the school demonstrated by staff, students, parents, and the community" (g, p. 104) is discussed. Almost 40% of the *expectations* involved improving the school environment, and the task analysis confirmed that communication with the broadly defined community, setting performance standards, and involving the community in the school were undertaken by all of the schools. Many of these activities are expected to increase community support by increasing community knowledge about the schools and the education process. As well, activities to make the schools more responsive to all stakeholders were common and can be expected to improve support for the schools.

Leadership

The expectation that there be "strong instructional leadership and a focus on educational concerns" (d, p. 104) is commented on in this section. Seventy percent of the school-generated *expectations* are directed toward community and parent involvement and the schools' interaction with students, staff, parents, and the community. While the principal interviewed for the pilot study said that researchers should be cautious about using numbers of tasks as an indicator of importance or effort, it is clear that much more than educational leadership is expected of administrative staff. In order to meet the expectations in the literature: a) to involve staff, parents, students and others in the school, b) to involve them in the decision making process, and c) to instill positive attitudes toward the school requires significant effort and leadership. This addition to the leadership role was also found by Moroziuk (1996). Helpfully, in a different study, principals reported that their educational leadership role was enhanced due to greater control over the educational standards within the school, school organization, and staffing (Myers, 1997).

Efficient and Effective Schools

The expectation that schools will be "efficient and effective" (c, p. 104) in the allocation of resources (based on a school budget and school success) and demonstrate "effectiveness in meeting educational goals" (i, p. 104) is discussed in this section. This addressed the questions posed in sub-problems #2 and #3

2. Were schools successful in achieving the desired *expectations* for all categories of goals?

3. Did the schools improve? That is, did the *expectations* the schools hoped to accomplish represent a higher standard of attainment than the prior year and did the schools achieve those *expectations*?

The outcomes show clearly that it is relatively easy to plan and to carry out activities designed to improve such things as: a) student performance, b) community relations, c) involvement in the school, and d) professional competence. But the outcomes in terms of student performance, satisfaction with schools, and attitude change are not directly tied to the activities and are more difficult to change. One of the things that is hinted at in the outcomes is that resources are limited, because improving one area can lead to a decline in other areas.

The above conclusion is apparent in the Junior High attitude *expectations* where an improvement in attitudes toward communication and organization was accompanied by declines in satisfaction with courses, the school environment, and staff involvement. Academically, it shows up in the diploma *expectations*. The high schools consistently increased the percentage of students meeting the standard, but the percentage of students achieving excellence was consistently lower. This suggests that instructional time was focused on the basic curriculum and not on the advanced concepts students needed to meet the standard of excellence.

The outcomes themselves were mixed. The schools were successful in meeting their targets or increasing the percentage of students who were meeting the standard in comparison with the preceding year. However, the improvement in achievement was modest for most subjects, with few of the changes greater than five percent. Unfortunately, as indicated above, the percentage of students achieving excellence declined for most subjects.

The 70% success rate in meeting the school-generated *expectation* indicates that the schools are both efficient and effective. They are efficient in the sense that the resources were allocated in a manner that allowed the *expectations* to be achieved. They are effective in the sense that the schools achieved a majority of their *expectations*. There doesn't appear to be a direct link between student activities and learning outcomes; but, it would be difficult to say the schools weren't performing better than the year before. Also, while the outcomes were inconsistent, all of the schools undertook tasks that should have resulted in improvement.

Goal Setting Strategies

The schools were generally realistic in setting academic and satisfaction *expectations*. This is also reflected in the 70% success rate in achieving school generated *expectations*.

Summary

The schools are working toward the outcomes expected for School-based Management:

a) involvement of staff in decisions about programs and organization;

b) involvement of parents and others in the community, in the school;

c) efficient and effective allocation of resources, based on a school budget;

d) strong instructional leadership and a focus on educational concerns;

e) an environment supportive of professional growth and collaboration;

f) long term academic improvement;

g) positive attitudes toward, and support for the school demonstrated by staff, students, parents, and the community;

h) positive behaviour, modeled by the staff; and

i) school success and effectiveness in meeting educational goals.

The schools are improving; they have an academic orientation; and they can allocate resources to meet their goals. However, it is clear that there is still room for improvement. Also, there are some outcomes, particularly involvement of parents and community in decision making, that external influences promoted. The one outcome associated with school-based management that is problematic is the expectation for strong academic leadership. School-based Management puts the responsibility for all aspects of school operation (such as budgeting, planning, and community relations) on leadership staff which takes time away from instructional leadership.

Approach to Achieving School Expectations

This section addresses the fourth sub-problem:

4. Did the tasks the individual schools reported demonstrate an ability to act independently?

The task analysis shows that the individual schools undertake many tasks with similar objectives. Given that they are all engaged in the same global task, educating students, this is not surprising. Further, the need to address all of the school board priorities introduces a level of homogeneity into the activities undertaken. Within this framework the schools chose to pursue a wide variety of activities. Except for activities to improve communications, few tasks were identified by more than half the schools. As well, half of the category groups were identified by only two-thirds or fewer of the schools. This indicates that the schools were looking at the particular needs of their students and community, the specific abilities of their staff, and the school's resources when choosing how to allocate resources.

Student Achievement

It is quite clear from the tasks that improving student achievement is viewed as increasing the students' knowledge of the parts of the curriculum tested by the Provincial examinations (the tested curriculum). Over 73% of the schools identified "continuity of instruction" and/or "curriculum alignment" as tasks. When including the schools that identified professional development activities related to the curriculum, the percentage of schools aligning what is taught with the Provincial curriculum tested is raised to over 83%. This is good if the tested curriculum corresponds to the curriculum as a whole and if the tested curriculum is what students need to learn. Since everything in the curriculum can't be tested, only a subset of curriculum is tested. For example, in language arts, verbal and presentation skills are part of the curriculum, but aren't tested. Also, the curriculum may be written to allow flexibility regarding content (such as the Social Studies 30 curriculum), but the exams assume knowledge of the "suggested" content. The curriculum is designed to develop the student's "skills, knowledge, and attitudes" with regard to a particular subject. These days it is common to invite stakeholder groups to participate in curriculum development to ensure that the curriculum meets the needs of the students and the community. The result is a curriculum that concentrates on skills and attitudes and offers flexibility in content. Teaching the tested curriculum, a sub-set of the written curriculum, narrows the scope of the official curriculum and reduces the flexibility that was built in to meet individual student needs.

Further, the concentration on the tested curriculum narrows the educational experience available to students. Schools that tie school wide themes and extra-curricular activities to the curriculum reduce the scope of their programs, because teachers have less flexibility to modify the curriculum or initiate activities based on student interest. Also,

organizational changes can reduce optional programming, such as art and music. For instance, one junior high school is adding 50 minutes a week of instructional time to the core subjects, thereby effectively eliminating options, since the total instructional time remains the same. Whether teaching science or drama is a better use of instructional time isn't the question; the question is whether the choice should be driven by Provincial standards or by student needs and interests.

Another aspect of standards is accountability. This was why 80% of the schools were developing consistent standards and/or approaches for assessing students. If teachers develop greater numbers of and more varied techniques for assessing students, and are able to communicate what the student knows and what the student should learn next, this is effort that is beneficial. However, where the outcome of the effort is a standard assessment rubric designed to compare student performance using marks, it means that meeting individual student needs has been sacrificed. The junior high mentioned above developed an assessment rubric for all students. Assignments were weighted at over 60% of the mark, "so that it is easy to do well." However, only the students who hand in the assignments do well. Those students who do not hand in assignments, but who know the material and do well on the tests, fail. They fail because of the assessment rubric, not because of their lack of knowledge of the curriculum. Changing the rubric does not address the problem: it only disadvantages different students.

Having, teachers improve their knowledge of the curriculum and their ability to assess students can benefit the students. Goal setting and meeting student needs by developing individual education plans relies on a knowledge of the curriculum and of student abilities. Unfortunately, only one of the schools indicated they would organize instruction to meet individual student needs. Instead, several schools have strategies, such as peer tutoring, for working with students who are below grade level. Also, the

high school in the study indicated it would ensure that students would be placed in appropriate courses. However, it isn't only students who are having problems or who are gifted who can benefit from individualized programming. All students can benefit from individualized instruction, since few of them are at the same place in the curriculum as their peers, in all their subjects.

Conclusions Leading to the Recommendations

The study shows that schools using an administrative model of School-based Management can work toward the outcomes expected for School-based Management and that the schools can do so effectively. However, the schools in this study operate within a framework of school board and provincial priorities that also corresponds to the expected outcomes for School-based Management. So, it can't be said that the schools would pursue those outcomes if left on their own. Also, it is apparent that the schools direct considerable effort to improving involvement, relationships, and communication with stakeholders. As the school restructuring literature points out, merely changing the governance structure doesn't change the way the school is organized, the programs, the pedagogy, or the relationships among stakeholders. Therefore, jurisdictions moving toward school-based management should have a clear set of objectives that the schools can work toward. Also, the jurisdiction should recognize that changing roles in a school requires support in both training and resources. This training is necessary for parents as well as staff. In addition, the jurisdiction needs to recognize the principal in a school-based managed school is much more than an educational leader and should adjust position descriptions and qualifications for leadership accordingly. Finally, although the improvement in academic outcomes was modest, there was a high level of satisfaction with the school exhibited by all stakeholders.

Recommendations

As a result of the study, I would recommend the administrative model of school-based management to jurisdictions considering restructuring. This recommendation is subject to the following caveats:

a) the jurisdiction needs to recognize that the principal in a school-based managed school is much more than an educational leader and it should adjust position descriptions and qualifications for leadership accordingly;

b) the jurisdiction should recognize that changing roles in a school requires support in both training and resources; and

c) jurisdictions moving toward school-based management should have a clear set of objectives that the schools can work toward.

Recommendations for Further Study

This study shows that schools can be successful in achieving their goals. Therefore, how those goals are set becomes relevant. Studies addressing questions such as, "What are the planning models used in schools?" "Who is involved in determining school needs, setting school priorities, and establishing school goals?" and "Do local needs take priority over District and Provincial directives?" can be found but empirical studies using the Edmonton Public School District would add to the understanding of school-based management.

Considerations for Policy Makers

This study did not address the use of outcome measures to evaluate school performance. However, the study does raise some questions about

their use. From a policy perspective this study shows that the schools will do what they are asked to do. They will initiate or continue activities to improve student achievement, to involve parents and the community in the schools, to encourage collaboration, and to make the school more responsive to the needs of all the stakeholders. But the study clearly shows that these efforts may not be reflected in the outcomes, particularly with respect to student achievement. The good performance in terms of effort and the relatively weak performance in terms of outcomes can be explained in three ways. First, the activities chosen by the school may be inappropriate or ineffective. Second, the school's actions may have only minimal effect on the outcomes. Third, the outcomes may not measure what the schools do.

When examining achievement testing from the school perspective, the outcome is largely dependent on the students in the school or class. Since having one additional student meeting the standard in a class of 25 moves the class percentage about 4% and most elementary school percentages 2% (based on 50 students), if student enrollment is left to chance the results are essentially random. So, the most effective way of improving a school's results is to control entry into the school or the class.

Examples of schools restricting access to programs are easy to find. In this district, there is a junior high school that suspends students for not completing their homework. There are schools that won't take students from outside of their catchment area unless they have a high enough average. And most high schools stream students based on marks. One local high school, that created a niche market by offering 10 level English and Mathematics courses to students who would normally be placed in 13 level English and Mathematics courses, is changing its mission. Instead of "placing students in the most challenging program," they will "ensure that students are challenged appropriately." Another district requires a bond before a student is allowed to repeat a course.

Excluding academic underachievers from the school or programs works as a strategy to improve student achievement in the school. Excluding under-achieving students improves school results, because achievement tests aren't structured to measure only the learning that occurs in the school. Students come into a classroom with a certain set of skills and knowledge. During the year, aided by the teacher, the student is supposed to add to that set of skills and knowledge. However, the achievement tests don't measure learning growth, they measure only cumulative achievement represented by attaining a certain standard. Therefore a school can increase its measured performance by admitting students with a relatively high level of achievement. Clearly, if growth in learning is what policy makers wish to occur in schools, student achievement isn't a good outcome measure for evaluating school or student performance.

While there was some recognition that students are individuals, who may be at different places in the curriculum and who could benefit from varied instruction and assessment, the schools were standardizing the material presented in the classroom based on the tested Provincial curriculum. Further, assessment strategies were standardized to be consistent with those used by the Province and to be comparable within the school. Those who think that verbal, artistic, vocational, and citizenship skills, as well as curriculum content relevant to the students are important, should be concerned. These and other valuable "skills, knowledge, and attitudes" are still part of the curriculum as it is written, but are disappearing from the curriculum as it is taught, because of the combined effects of limited resources and the alignment of what is taught to the tested curriculum.

This suggests some questions for policy makers. The first question policy makers should ask is, "Should school performance be evaluated using outcome measures?" All of the schools in this study undertook activities

directed to achieving the outcomes desired by the District and the Province. Evaluating the schools using outcome measures rewards the desired behaviour only in schools that were successful in terms of the outcome measure.

The second question, if outcomes are kept as performance measures, is, "Does the chosen measure test the desired outcome?" Further, if two outcomes are negatively correlated, such as student-retention and achievement test results, what constitutes improvement and how are the outcomes weighted for evaluation purposes?

The third question is particularly important for advocates of school-based management and citizen participation, "Who chooses the outcomes to be measured?" There is also the corollary, "Who decides how to weight the outcomes that are measured?" In Alberta, school councils are expected to advise the principal on programs and curricula. But, several schools were aligning their curriculum with the Provincial curriculum. In language arts, aligning the school curriculum with the tested curriculum means reducing the amount of time spent on verbal skills, which are officially part of the curriculum. As well some schools were having their students do practice exams, so they would be comfortable writing the achievement tests. The questions that need to be asked, if local control means anything, are, "Will alignment of the delivered and tested curriculum meet the student needs?" and "Would the time spent doing practice tests be better spent on learning?" A local junior high school, which is doing well on the achievement test, is adding 50 minutes a week to the time spent on each of four core subjects and consequently reducing the time spent on options by 200 minutes a week. If a school council thinks the time spent on options is important, can it say "no" to increasing the time spent on core subjects? In brief, the schools generated about 12 *expectations* each. These were formulated in consultation with staff, students, and parents, to make the schools more effective in meeting student

and community needs, in a manner consistent with the District expectations. If schools are managed locally, shouldn't they be evaluated on the basis of the school generated *expectations*, rather than on the District or Provincial mandated results?

Summary

The answer to the research problem, *"Do individual schools governed by an administrative control model of school-based management achieve the outcomes expected for school-based management?"* using Edmonton Public Schools as an example is a qualified yes.

Sub-problem #1

The answer to the question posed in the first sub-problem, *"How do the goals set by Edmonton Public schools compare to the outcomes predicted by the literature?"* was that Edmonton Public Schools are working toward the outcomes expected for school-based management. However, the schools were expected to work toward the Edmonton Public School District priorities. Because the District priorities were consistent with the expectations for school-based management, it wasn't possible to conclude that the schools would independently work toward those expectations.

Sub-problem #2

Were schools successful in achieving the desired expectations for all categories of goals? The schools were quite successful in implementing processes or engaging in activity. However, when the activity was evaluated by a measured expectation the schools were less successful (~80% success vs.

~70% success). Further, different schools could perform similar activities and report different degrees of success.

Sub-problem #3

Did the schools improve? That is, did the expectations the schools hoped to accomplish represent a higher standard of attainment than the prior year and did the schools achieve those expectations? The expectations for individual schools were mixed. Overall, student achievement improved modestly from the previous year. However, the activities the schools undertook made them better places to learn in and work in.

Sub-problem #4

Did the tasks the individual schools reported demonstrate an ability to act independently? The task analysis revealed both a consistency of purpose and a variety of approaches to achieve that purpose. While many schools engaged in the same types of tasks, other schools chose to do other things. This indicates that within the framework of District expectations, the schools were able to act independently.

Conclusion

The study has established that schools operating under an administrative control model of school-based management can be effective and efficient. The schools can allocate resources in a manner that allows them to meet their individual goals. This conclusion implies that the goals that schools set are important and meaningful. Also, if the potential benefits of school-based management are to be realized (improved academic achievement because the program and curriculum are closely aligned with

the needs of students in the school), the goals that individual schools set should reflect the needs of their students and their community.

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